

# Exhibit A: Findings of Fact Report As Amended West Portland Town Center Plan November 2022

Legislative amendments to the Comprehensive Plan goals, policies and map must be found to be consistent with the goals and policies of the Comprehensive Plan, Metro's Urban Growth Management Functional Plan, the Statewide Planning Goals, and any relevant area plans adopted by City Council. (33.835.040 and 33.810.050).

The Comprehensive Plan requires that amendments to its elements, supporting documents, and implementation tools comply with the plan itself. "Comply" means that the 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. (Policy 1.10)

Text amendments to the zoning code must be found to be consistent with the Comprehensive Plan, Urban Growth Management Functional Plan, and the Statewide Planning Goals. In addition, the amendments must be consistent with the intent or purpose statement for the base zone, overlay zone, and plan district where the amendment is proposed, and any plan associated with the regulations. (33.835.040)

Legislative zoning map amendments must be found to comply with the Comprehensive Plan Map with a zone change to a corresponding zone of the Comprehensive Plan Map. The change also must demonstrate that there are adequate public services existing or planned that are capable of supporting the uses allowed by the zone. In addition, the school district(s) within which the sites are located must have adequate enrollment capacity to accommodate any projected increase in student population over the number that would result from development in the existing zone. This criterion applies only to sites that are within the David Douglas School District, which has an adopted school facility plan that has been acknowledged by the City of Portland. (33.855.050)

1. **Finding:** The City Council has identified and addressed all relevant and applicable goals and policies in these additional findings of fact.
2. **Finding:** As discussed in more detail below, the City Council has considered the public testimony on this matter and has weighed all applicable goals and policies and on balance has found the West Portland Town Center (WPTC) Plan amendments are consistent with and comply with the goals and policies of the Comprehensive Plan, Metro Urban Growth Management Functional Plan, Statewide Planning Goals, and other relevant city plans.

# Part I. Statewide Planning Goals

State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with the Statewide Planning Goals.

**The Statewide Planning Goals that apply to Portland are:**

Goal 1 Citizen Involvement

Goal 2 Land Use Planning

Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces

Goal 6 Air, Water and Land Resource Quality

Goal 7 Areas Subject to Natural Hazards

Goal 8 Recreational Needs

Goal 9 Economic Development

Goal 10 Housing

Goal 11 Public Facilities and Services

Goal 12 Transportation

Goal 13 Energy Conservation

Goal 14 Urbanization

Goal 15 Willamette River Greenway

There are approximately 560 acres of land both within Portland's municipal boundaries and beyond the regional urban service boundary that can be classified as rural land. In 1991, as part of Ordinance 164517, the City Council took an exception to Goal 3 and 4. the agriculture and forestry goals. Because of the acknowledged exception, **the following goals do not apply:**

Goal 3 Agricultural Lands

Goal 4 Forest Lands

Other Statewide Planning Goals apply only within Oregon's coastal zone. Since Portland is not within Oregon's coastal zone, **the following goals do not apply to this decision:**

Goal 16 Estuarine Resources

Goal 17 Coastal Shorelands

Goal 18 Beaches and Dunes

Goal 19 Ocean Resources

**Goal 1. Citizen Involvement.** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

3. **Finding:** Portland adopted a Community Involvement Program on June 15, 2016. The Community Involvement Program serves as a framework to carry out policies from Chapter 2 — Community Involvement, of the 2035 Comprehensive Plan, and applies to legislative land use and transportation projects initiated by the City. Among the commitments that the City is asked to make in the Comprehensive Plan are the following:

- To provide a wide range of opportunities for involvement in planning and investment decisions.
- To achieve greater equity in land use actions through setting priorities and making decisions with meaningful involvement of under-served and under-represented communities.
- To meaningfully involve, in decision making, those who potentially will be adversely affected by the results of those decisions.
- To provide this meaningful involvement throughout the phases of planning and investment projects - issue identification and project design through implementation, monitoring, evaluation, and enforcement.
- To provide well-designed, relevant, responsive and culturally-responsive public involvement.
- To build community capacity for meaningful participation and leadership in planning and investment decisions.

The City has an acknowledged Goal 1 program. Community involvement efforts for the WPTC Plan were conducted in accordance with that program. Therefore, the project is in compliance with Goal 1. More specific findings related to the city's community involvement efforts, including details for each phase of the project, are found in response to the policies in Chapter 2 of the Comprehensive Plan and are incorporated here. Based on these findings, the WPTC Plan is consistent with Goal 1.

**Goal 2. Land Use Planning.** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

4. **Finding:** Goal 2, as it applies to the WPTC Plan amendments, requires the City to follow its established procedures for legislative amendments to the Comprehensive Plan and Zoning Code. The amendments comply with this goal because, as demonstrated by these findings, the amendments were developed consistent with the Statewide Planning Goals, the Metro Urban Growth Management Functional Plan, 2035 Comprehensive Plan, and Portland Zoning Code, as detailed in this ordinance.

Other government agencies received notice from the 35-day DLCD notice and the City's legislative notice. The City did not receive any requests from other government agencies to modify the WPTC Plan amendments.

The City Council's decision is based on the findings in this document, and the findings are based on the evidence presented to the Planning and Sustainability Commission and City Council that are incorporated in the record that provides the adequate factual basis for this decision.

The Council legislative record specifically incorporates all materials linked on the project website ([www.portland.gov/bps/wptc](http://www.portland.gov/bps/wptc)), the reports, memos and presentations provided to the Planning and Sustainability Commission and City Council, the written and verbal testimony submitted to the Planning and Sustainability Commission and City Council, notices sent to the public, and the WPTC Plan electronic box available at <https://efiles.portlandoregon.gov/Record/15015301> that contains reports, documents, and information related to the project. On the Bureau of Planning and Sustainability's website, the following link ([www.portland.gov/bps/planning/wpdx-town-center/west-portland-town-center-plan-documents-and-resources](http://www.portland.gov/bps/planning/wpdx-town-center/west-portland-town-center-plan-documents-and-resources)) provides access to a portion of the legislative record. This link was available to the public and City Council during the public hearing process. In light of the COVID-19 pandemic, as well as following directives outlined in Governor Brown's Executive Order No. 20-16, the PSC hearings were held virtually, allowing the public to testify using a telephone, mobile device, or computer. The Council hearings were in a hybrid format, allowing the public to testify in person or using a telephone, mobile device or computer. All project documents were produced and distributed electronically but physical copies were available upon request.

Based on these findings, the WPTC Plan is consistent with Goal 2.

**Goal 5. Open Space, Scenic and Historic Areas, and Natural Resources.** To protect natural resources and conserve scenic and historic areas and open spaces.

5. **Finding:** Each category is addressed below:

**Open Spaces.** The WPTC Plan amendments add provisions to the Zoning Code related to open spaces in residential and commercial developments in the WPTC and near transit stations, but do not affect regulations that apply to the Open Space zone. The WPTC Plan Zoning Map amendments include conversion of two sites to Open Space zoning in alignment with their public ownership and uses, but otherwise do not affect the location or extent of Open Space zoning within the City. Therefore, the WPTC Plan is consistent with the open space elements of Goal 5.

**Scenic Resources.** The City has designated scenic resources in an adopted inventory and protects them through an overlay zone (Chapter 33.480), which address landscaping, setbacks, screening, building facades, and tree removal. The WPTC Plan amendments do not change this program. Therefore, the WPTC Plan amendments are consistent with the scenic elements of Goal 5.

**Historic Resources.** There are no designated historic resources in the WPTC Plan area. Where they do exist in Portland, identified historic resources (Historic, Conservation, and National Register Landmarks; Historic, Conservation, and National Register Districts; and Significant Resources) are conserved by the City's Historic Resources overlay zone. The WPTC Plan amendments do not identify any new or remove any existing historic resources

and the amendments do not affect any of the Historic Resource overlay zone regulations (City Code Chapter 33.445).

**Natural Resources.** The City protects natural resources by applying environmental zoning to significant natural resources that it identifies through a natural resources inventory. Existing natural resource protections are not amended with the WPTC Plan amendments. Therefore, the WPTC Plan amendments are consistent with the natural resource elements of Goal 5.

**Generally.** As noted in the findings for Chapter 4 (Design and Development, including Historic and Cultural Resources) and Chapter 7 (Environment and Watershed Health) of Portland's Comprehensive Plan, the WPTC Plan amendments are consistent with the goals and policies of the acknowledged 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 5.

**Goal 6. Air, Water, and Land Resource Quality.** To maintain and improve the quality of the air, water, and land resources of the state.

6. **Finding:** Goal 6 requires the maintenance and improvement of the quality of air, water, and land resources. The State has not yet adopted administrative rules for complying with Statewide Planning Goal 6. The City is in compliance with federal and state environmental standards and statutes, including the federal Clean Water Act and Clean Air Act. Existing City regulations, including Title 10 (Erosion Control), the Stormwater Management Manual, and the Environmental overlay zones, will remain in effect and are applicable to future development in the WPTC Plan area. These other regulations are generally the mechanism used to assure compliance with this goal. As noted below in the findings for the 2035 Comprehensive Plan, the WPTC Plan amendments are consistent with the goals and policies of Chapter 7 (Environment and Watershed Health) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 6.

**Goal 7, Areas Subject to Natural Disasters and Hazards.** To protect people and property from natural hazards.

7. **Finding:** The State has not yet adopted specific requirements for complying with Statewide Planning Goal 7. The Buildable Land Inventory (BLI), which was adopted (Ordinance 187831) and acknowledged by LCDRC on April 25, 2017, included a development constraint analysis that identified parts of Portland that are subject to natural hazards. The City of Portland used several sources of information in its Comprehensive Plan to identify potential hazards:

- Special flood hazard area (Land area covered by the floodwaters of the base flood, as shown on the Federal Emergency Management Agency (FEMA) maps in effect on November 26, 2010);
- Floodway (The active flowing channel during a flood, as designated on the flood maps adopted under authority of Title 24 of the Portland City Code);

- 1996 Flood Inundation area (A record peak flow in February of 1996 caused the Willamette River and its major tributaries to flood. This map was created to delineate the inundated areas near the mainstem and major tributaries of the Willamette River);
- Potential Rapidly Moving Landslide Hazard Zones (as shown in the DOGAMI IMS-22 publication); and
- Deep landslide—High Susceptibility or Landslide Deposit or Scarp as shown in the DOGAMI IMS-57 publication.

The WPTC Plan considered this information for both map designation and infrastructure planning purposes. Data related to areas with steep slopes over 20%, “Shallow Landslide”, “Historic Landslide” and wildfire risk were also considered. In addition, the Plan does not change the City of Portland “Regulatory Landslide Hazard Area” designation in this area which involves additional site development review and requirements. The WPTC Plan largely omits high hazards areas from Comprehensive Plan Map changes in order to limit impacts of significant increases of development capacity in these areas. Any map changes in these areas were done in consideration of these data as well as infrastructure services and existing development patterns. The WPTC Plan amendments do not include amendments to any maps, programs, or regulations that implement floodplain or landslide hazard policies.

Further, the WPTC Plan amendments are consistent with this goal because City programs that are deemed in compliance with Metro Title 3 requirements for flood management, and erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24), as well as the environmental overlay zones are unchanged and ensure any new development will be done in a way to protect people and property from hazards.

As noted below in the findings for Chapter 7 (Environment and Watershed Health) and Chapter 4’s Hazard-Resilient Design section, the WPTC Plan amendments are consistent with the goals and policies of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the WPTC Plan amendments continue to protect people and property from natural hazards and are consistent with the requirements of Statewide Planning Goal 7.

**Goal 8. Recreational Needs.** To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

8. **Finding:** Goal 8 imposes a general obligation on the City to plan for meeting its residents’ recreational needs: “(1) in coordination with private enterprise; (2) in appropriate proportions; and (3) in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements.”

Goal 8 provides that “Recreation Needs -- refers to existing and future demand by citizens and visitors for recreations areas, facilities and opportunities.” Goal 8 also provides that “Recreation Areas, Facilities and Opportunities -- provide for human development and enrichment, and include but are not limited to: open space and scenic landscapes; recreational lands; history, archaeology and natural science resources; scenic roads and

travelers; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.”

The City of Portland has a robust and diverse system of parks, recreation areas, and open spaces. The City’s Parks 2020 Vision documents the City’s long-term plan to provide a wide variety of high-quality park and recreation services and opportunities for all residents.

The WPTC Plan amendments support that vision in the town center area. One of the WPTC Plan’s elements is development of a new “green ring” — a multi-modal circulation and recreation network, combining elements of Neighborhood Greenways, off-street paths, trails, pedestrian bridges, and sidewalks connecting destinations, parks, and green spaces throughout the town center. The WPTC Plan also proposes a new area-specific Comprehensive Plan policy: “Meet identified parks, open space, and recreation needs that enhance the physical, mental, and social determinants of health for all people (WPTC 9).” Additionally, Goal 2E of the WPTC Plan aims to “improve mental and physical health outcomes for people living and working in the area through improved health services and more connections to nature.”

As noted below in the findings for the 2035 Comprehensive Plan, the WPTC Plan amendments are consistent with the goals and policies of Chapter 8 (Public Facilities and Services) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 8.

**Goal 9. Economic Development.** To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.

9. **Finding:** Goal 9 requires cities to consider economic activities vital to the health, welfare, and prosperity of Oregon’s citizens. Comprehensive plans for urban areas are required to include, among other things: an analysis of economic patterns, potentialities, strengths, and deficiencies; policies concerning economic development; and land use maps that provide for at least an adequate supply of sites for a variety of industrial and commercial uses.

The *2035 Comprehensive Plan* demonstrates compliance with Goal 9. Land needs for a variety of industrial and commercial uses are identified in the *Economic Opportunities Analysis* (EOA), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017.

The City’s acknowledged EOA analyzed and demonstrated adequate growth capacity for a diverse range of employment uses, which are organized into different geographies that represent a distinct mix of business sectors and building types. In each of the geographies, the City analyzed the future employment growth and the developable land supply to accommodate that growth.

The WPTC Plan led with a health and racial equity lens to ensure the economic and health benefits from future improvements to the area are available to everyone. The WPTC Plan centered the voices of communities most affected by the combined impacts of

environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities.

The WPTC Plan includes goals intended to protect and provide economic opportunities for current and future residents and business owners in the town center area.

- Goal 2A - Prevent residential and cultural displacement by providing households historically excluded from economic opportunities and communities of color the choice to remain in place and build wealth.
- Goal 2C - Promote opportunities for businesses and employment, including immigrant, minority, and women-owned small businesses and workers, that reflect the diverse cultures of the area.

The WPTC Plan includes new area-specific Comprehensive Plan policies:

- Use zoning tools and City economic development programs to support employment opportunities in professions that provide quality jobs (WPTC 4).
- Engage broad and collaborative economic development partnerships to achieve the town center’s equitable development goals (WPTC 16)

The WPTC Plan and the new West Portland Multicultural plan district includes:

- New regulations for the area’s commercial mixed-use areas that provide development incentives to increase the financial feasibility of including small commercial space, commercial space for community services, and childcare.
- Commercial space size limits to support smaller emerging businesses and in some cases requirements for affordable commercial space per Prosper Portland’s Affordable Commercial Space Program.
- A new “Employment Focus Area” intended to prioritize transit-oriented employment uses, including quality jobs to support the economic self-sufficiency of area residents. The Employment Focus Area prohibits residential uses and limits parking for retail and commercial uses. The Employment Focus Area is proposed for CM3 zoning to allow for the urban development intensities provided by this zone and the pedestrian-oriented design features intended for the area, while limiting the retail and residential uses otherwise allowed by the CM3 zone.

In addition, as noted below in the findings for the 2035 Comprehensive Plan, the WPTC Plan amendments are consistent with the goals and policies of Chapter 6 (Economic Development) of the City’s 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the WPTC Plan amendments are consistent with Statewide Planning Goal 9.

**Goal 10. Housing.** To provide for the housing needs of citizens of the state.

10. **Finding:** Goal 10 specifies that each city must plan for and accommodate needed housing types. As used in ORS 197.307 “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need



shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes. Needed housing includes attached and detached single-family housing and multiple family housing for both owner and renter occupancy; government assisted housing, mobile home or manufactured dwelling parks; manufactured homes on individual lots; and housing for farmworkers.

Goal 10 requires each city to inventory its buildable residential lands, forecast future needs, and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

Goal 10 and its implementing administrative rules contain the following specific requirements:

1. Identify future housing needs by amount, type, tenure and affordability;
2. Maintain a residential Buildable Lands Inventory (BLI) with sufficient land to meet identified needs;
3. Adopt land use maps, public facility plans and policies to accommodate needed housing (housing capacity, as well as type, tenure and affordability);
4. Meet minimum density and housing mix requirements (including the Metropolitan Housing Rule);
5. Adopt clear and objective standards for needed housing.

The adopted 2035 Comprehensive Plan conducted city-wide analysis to demonstrate compliance with Goal 10. The City's Housing Needs Analysis, which was adopted (Ordinance 185657) and acknowledged by LCDC on June 11, 2014, consists of five distinct reports that analyzed the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand. The Buildable Land Inventory (BLI), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017, identified the supply of land available to provide this needed housing. Supporting documents adopted with the acknowledged 2035 Comprehensive Plan (Ordinance 187832) established that the residential housing capacity of the unconstrained vacant and underutilized parcels in Portland is approximately 169,000 units. This is much more than the estimated 20-year need of 123,000 housing units by 2035. Portland has a surplus of housing capacity.

Goal 10 mandates that local jurisdictions ensure adequate capacity, and provides a "floor" for such measure, but does not restrict or prevent jurisdictions from increasing housing capacity above a set "ceiling". In other words, even though the City has shown that it meets the number of requisite units to accommodate the forecast growth, Goal 10 does not prevent the City from increasing the capacity, and especially so when such increases help improve the housing target performance in other areas of the goal (type, tenure, and affordability).

WPTC is a Metro- and City-designated town center. The 2035 Comprehensive Plan describes centers as places that include amongst other elements, concentrations of housing and a variety of housing types. The WPTC Plan creates the foundation for addressing current and

future housing needs in the town center area, including consideration of minimizing displacement and supporting housing choices. The Plan's amended Comprehensive Plan Map designations create capacity for a projected additional 3,500 housing units in the next 20 to 30 years.

The WPTC Plan also builds on the 2018 Southwest Corridor Equitable Housing Strategy (EHS), which set goals and provided a roadmap to align policies and housing investments to prevent displacement of vulnerable households and increase housing choices for all people over a ten-year period. WPTC existing conditions research found that there were over 650 low-income renters paying more than 50 percent of their income on housing costs, making them vulnerable to displacement pressures. Increasing affordable housing opportunities and supporting retention of market-rate low-cost housing are important outcomes of the WPTC Plan.

The following actions within the WPTC Plan support Goal 10's mandate of increasing housing choices, tools and programs for all household types and incomes:

- Zoning map changes that rezone significant land area from single dwelling to low and medium multi dwelling designations and mixed-use designations. Therein increasing future residential unit capacity.
- Creation of new plan district regulations in zoning code, including incentives, for both the mixed use and multi dwelling zoned areas that:
  - encourage development of more housing as well as affordable housing through the Inclusionary Housing Program, and
  - encourage retention of existing low-cost market-rate apartments unless redeveloped with regulated affordable housing

The WPTC Plan includes new area-specific Comprehensive Plan policies to support housing needs in the town center area, including:

- Apply policies from the SW Corridor Equitable Housing Strategy when land use and affordable housing investment decisions are made in the West Portland Town Center
- Encourage the redevelopment of publicly owned land to include affordable housing for households with incomes at or below 60% area median income
- Apply multi dwelling zoning in high housing cost areas to encourage affordable housing and market-rate multi-dwelling housing to promote racial and economic integration
- Explore co-location of new affordable housing with libraries and/or culturally specific health and human services for the area's growing immigrant and refugee communities
- Use the public investments in transportation improvements such as new high-capacity transit service to mitigate the impacts of displacement pressures by providing surplus publicly owned land for affordable housing development.
- Use planning tools and investments to protect the socioeconomic diversity and cultural stability of the established immigrant and refugee communities by encouraging retention of existing unregulated affordable rental housing in apartment buildings and incentivize their long-term affordability.

- Use land use regulations and public resources to support development of a Multi-cultural Hub of culturally relevant services, affordable housing and human services, and businesses to complement the area's multi-cultural identity and growing residential character. Examples of cultural attractions could include a multi-cultural center and/or multi-ethnic food and marketplace

As noted below, the WPTC Plan amendments are consistent with the goals and policies of Chapter 5 (Housing) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 10.

**Goal 11. Public Facilities and Services.** To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

11. **Finding:** Statewide Planning Goal 11, Public Facilities, requires cities to adopt and update public facilities plans. Public facilities plans ensure that urban development is guided and supported by types and levels of water, sewer and transportation facilities appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly and efficient arrangement.

The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with the requirements of Statewide Planning Goal 11.

In planning for future change, including more housing and jobs, the WPTC Plan considered and addresses public facility needs for the town center area. The Plan includes two phases of zoning map changes. A first phase, Phase 1, of zoning map changes set to take effect with adoption of the plan establishes new zoning in areas that can be served at present by existing or planned public facilities and services. A second phase, Phase 2, establishes new Comprehensive Plan Map designations for additional areas within the town center that are appropriate to change from a land use perspective but that due to the need for additional public facilities analysis and planning are not yet appropriate to receive a zoning map change. Furthermore, Zoning Code amendments in the Plan reinforce this phasing by prohibiting quasi-judicial zoning map amendments in these areas before the necessary planning and coordination is completed. The result will be that development will be curtailed in Phase 2 areas until public facilities and services are achievable. In combination, Phase 1 and Phase 2 zoning map changes work to assure that timely, orderly and efficient arrangement of public facilities and services support the town center framework in the area.

The Plan also contributes additional area specific information for the City's CSP implementation. The WPTC Plan articulates short- and medium-term actions, in coordination with service bureaus, needed to prepare for future growth and support the visions of the WPTC Plan. In addition, regulatory and land use designation elements of the WPTC Plan

were informed and guided by the existing and projected public facilities or infrastructure conditions and needs of the area.

The WPTC Plan's growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades, as an expected 3,500 additional housing units are built as a result of proposed zoning changes, and 3,000 new jobs locate in the town center.

A series of early infrastructure project priorities are recommended with the town center plan. These priorities were identified by City staff based on community priorities shared through outreach and surveys in the Spring and Fall of 2020, viability of funding, equity goals, connectivity, redevelopment potential, and the coordination needs and opportunities of the Bureau of Environmental Services (BES) and Bureau of Transportation (PBOT).

Additional findings addressing water, sanitary sewage disposal, stormwater management, and school district capacity are found in findings in response to Comprehensive Plan Chapter 8 policies. Findings addressing transportation systems are in response to Chapter 9 policies. The findings in response to those goals and policies are incorporated by reference. Therefore, as described in these findings and incorporated by reference here, WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 11.

**Goal 12. Transportation.** To provide and encourage a safe, convenient and economic transportation system.

**12. Finding:** This goal requires Portland to adopt a Transportation System Plan (TSP) that supports safe, convenient, and economical movement of people and goods, and supports a pattern of travel that will avoid air pollution, traffic and livability problems. Parts, but not all, of the City's TSP must be adopted as part of the Comprehensive Plan.

All cities are required to provide safe and convenient motor vehicle, pedestrian, and bicycle travel on a well-connected network of streets. Larger cities are required to provide for transit service and to promote more efficient performance of existing transportation facilities through transportation system management and demand management measures.

Goal 12 rules require coordination with the state and regional transportation plans (such as the Oregon Highway Plan and the Regional Transportation Plan (RTP)), and with other transportation providers.

Under Oregon Administrative Rules (OAR) 660-012-0060, if an amendment to an acknowledged comprehensive plan or zoning map would significantly affect an existing or planned transportation facility, then the local government must put in place certain remedies as provided in the rule. There are exceptions when the zoning will be consistent with an acknowledged TSP and Comprehensive Plan, and for multimodal mixed-use areas (MMA). The West Portland Town Center is amending the Comprehensive Plan to implement a Town Center identified in the regional 2040 plan but is not an adopted MMA. Therefore, OAR 660-012-0060 applies.

"Significant effect" as defined in the rule includes degrading the performance of a facility such that it will not meet state, regional or local performance standards. State, regional, and

local transportation plans establish identical mobility targets based on volume to capacity, "V/C," ratios. These standards generally specify a maximum volume to capacity ratio of .99 for two-hour peak operating conditions through a 20-year horizon. Ratios of 1.1 are allowed for 1 hour on some routes, including within Town Centers. Where roads already don't meet the standards, the land use amendments should not make the problem worse. While there are several initiatives underway to consider changes to these performance measures to put more emphasis on multi-modal outcomes, those changes are not yet adopted.

When there is a significant effect, remedies may include incorporating mitigation measures into the plan, adding new facilities to the TSP that address it, and changing the performance standards. A jurisdiction may balance the impact on one mode with improvements that will benefit another mode (for example, bike, pedestrian, or transit improvements may mitigate detrimental traffic impacts).

To understand the traffic impact of the West Portland Town Center zoning changes, PBOT and BPS followed several steps: 1) BPS adjusted growth distribution assumptions to reflect the PSC-recommended Town Center zoning map changes; 2) PBOT traffic modelling staff predicted which road segments the additional people coming and going to and from the Town Center would likely use, and 3) Staff overlaid the additional trips over the most recent regional transportation model results (modelling completed for the 2040 Regional Transportation Plan (RTP)). This gives us an understanding of how the larger Town Center might impact traffic patterns, and by extension conformance with mobility standards.

#### Step 1 - Adjusted Growth Distribution

Transportation modelling in the Portland region is standardized using a set of Transportation Analysis Zones (TAZs). The regional transportation model is structured to estimate traffic changes based on the number of households and jobs in each zone. The West Portland Town Center spans 12 TAZs (TAZ \_1200 - 2558, 2559, 2560, 2561, 2562, 2565, 2566, 2567, 2568, 2586, 2595, 2596). The baseline assumption for this exercise was the growth distribution assumed for the most recent Regional Transportation Plan for 2040. Cascadia Partners (the project consultant) used the Urban Footprint Model to estimate the amount of redevelopment anticipated from the re-zoning and predict how it would be distributed within the Town Center. The Bureau of Planning and Sustainability overlaid that information with the above-listed TAZs and developed an updated TAZ household and jobs distribution for the city.

The updated distribution reflected the estimated additional growth within the Town Center, and a distributed reduction of growth to other TAZs in Portland (ensuring the citywide 2040 growth forecast remains constant for the planning period). Citywide we assumed a 20-year growth consistent with most recent regional allocations. That is, the proposed rezoning is not expected to cause new growth to occur in Portland that would have not otherwise occurred, but it is expected to impact the distribution of growth expected. The Town center TAZs noted above collectively gained about 3,500 households and 3,000 jobs relative to the baseline model. This adjusted growth data was then provided to the Bureau of Transportation.

## Step 2 - Identifying Road Segments Impacted

Using the adjusted growth allocation information provided by BPS, the Bureau of Transportation used regional transportation model data to determine which road segments the additional households and employees in the Town Center would likely use. Mode split was also estimated using data from the regional model and data from Cascadia Partners Urban Footprint Model. The 2040 baseline network includes the assumption, consistent with the 20-year capital plan, that some form of high-capacity transit has been built along the SW Corridor by 2040, and other priority projects in the Regional Transportation Plan have been built. A -5% discount was applied to the WPTC plan area trips to reflect mode shift resulting from the additional land use measures in the WPTC plan (creation of a denser more mixed-use land use pattern). The model network was further adjusted to better reflect the street network in the Town Center – specifically to include SW 41st Ave and Collins Street between Capitol and Barbur in the modelled network, and to reflect more-accurately the turning lanes on Taylors Ferry and recent safety improvements constructed by ODOT (as part an All Roads Transportation Safety Program “Jughandle” - project). This analysis was done for both the Discussion Draft and the Proposed Draft. The Recommended Draft zoning pattern and street network is almost identical to the Proposed Draft, so a third iteration was not done.

## Step 3 – Identifying Congestion Hot Spots

To identify potentially congested road segments, the predicted new trips to and from the Town Center were added to the 2040 base model, and volume/capacity (V/C) measures were recalculated by PBOT traffic modelling staff.

## Analysis Conclusions

The results have been expressed in terms of absolute trip volumes, as well as V/C ratios. The map below (reflecting the growth from the Proposed Draft zoning map) shows where congestion will exceed the 1.0 V/C ratio (either new congestion or existing congestion that was made worse). Both the baseline model and the WPTC results are shown for comparison; showing any segments that are no longer congested, newly congested, congested but getting better, congested remaining the same, and congested getting worse. Because this is a regional Town Center, the performance standard is 1.1 for the PM Peak hour. A more detailed summary of this analysis is provided in a presentation in the record.



over I-5, and building a “green ring” of improved active transportation routes around the town center. These recommendations are described in Volume 1 of the plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124.

- There is an existing City TSP Project identified on Taylors Ferry Rd on the financially constrained list. This project is described as “Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.” The Plan recommends modifying this project to also address any V/C constraints with an emphasis on safety, and/or to further improve offramp safety here. Note that projects on the TSP financially constrained list are supported by an adopted TSP financial plan designed to meet the State requirements for a financing program.
- The zoning code for the town center includes development standards that further cultivate a pedestrian orientation in the district, including prohibiting Self-Service Storage and Quick-Vehicle Servicing uses, limiting commercial parking, imposing higher minimum density, limits on driveway locations, and supplemental building design standards on the major corridors. Specific code language is found in Volume 2 of the plan.
- The Plan includes two phases of zoning, a first phase that goes into effect with adoption of the plan and a second phase that is dependent on further infrastructure planning. Phase two zoning would go into effect through either a legislative process or through site specific quasi-judicial land use reviews. Either zone change path requires further consideration of traffic impacts and potentially further mitigation if merited. The phasing provides an opportunity to monitor and adjust remedies at a future juncture related to traffic in the town center.

Although there is a significant effect on two PBOT facilities for purposes of OAR 660-012-0060, the Plan provides a remedy through existing TSP projects planned in the area; recommended refinements and new projects for the TSP; recommended improvements and adoption of development standards that will benefit pedestrian and bike safety and circulation in the plan area; and by phasing the zoning map changes. For these reasons, the Plan is consistent with OAR 660-012-0060.

Testimony was received regarding proposed increases in development capacity where there are no sidewalks, bike facilities and limited transit service. An area along Taylors Ferry Road that is proposed as part of the Plan for upzoning from single dwelling to multi dwelling residential was also specifically called out regarding concern that this street does not have the sidewalks or bike facilities to support increased development capacity. There is an adopted TSP project for Taylors Ferry Road on the financially constrained list that includes creation of pedestrian and bicycle facilities which will address the needed facilities on this road. While funding has not been secured yet, PBOT continues to pursue funding for development of this TSP project. There are also other adopted TSP projects that address transportation infrastructure needs that are pending funding and development and the Plan



makes recommendations for new TSP projects that will serve household and employment growth in the area.

Along with those TSP capital projects, over time development of frontage improvements and rights of way will occur incrementally as properties redevelop. Other testimony noted concern with new development not being required to install full frontage improvements. The proposed increased zoning capacity, such as rezones to mixed use and RM1 and RM2 multi dwelling zones, will support frontage requirements though in some cases constitutional limits may continue to impact the city's ability to require fulfillment of these requirements. The Plan acknowledges this and includes actions around future work to develop a coordinated infrastructure and financing plan for supporting the provision of transportation infrastructure in the area.

As noted below and in the findings for the 2035 Comprehensive Plan, the WPTC Plan amendments are consistent with the goals and policies of Chapter 9 (Transportation) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the amendments are consistent with the requirements of Statewide Planning Goal 12.

**Goal 13. Energy Conservation.** To conserve energy.

13. **Finding** The State has not adopted specific rules for complying with Statewide Planning Goal 13. Goal 13 generally requires that land use plans contribute to energy conservation. The WPTC Plan amendments do not adopt or amend a local energy policy or implementing provisions.

The WPTC Plan amendments support energy conservation with the following actions:

- Amends the Portland Zoning Code to create a new plan district with new requirements and incentives that help conserve energy, such as new building design standards in multi-dwelling zones that require reflective roof structures.
- Recommends prioritizing funding for housing development providers with demonstrated experience in serving culturally specific populations if they seek to acquire and preserve market rate apartments serving low-income households. Housing providers can also apply for Portland Clean Energy Funds to retrofit buildings for energy efficiency, upgrade the properties and reduce utility costs while maintaining affordability
- Recommends developing a Community Energy Plan to use conservation and generation projects to lower energy bills, help people stay in their homes, build wealth and community assets, and foster community resiliency.
- Includes a list of existing programs and funding sources that support energy conservation.

Therefore, the WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 13.

**Goal 14. Urbanization.** To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

14. **Finding:** Metro exercises Goal 14 obligations on behalf of Portland and other cities within the Metropolitan region. Metro has adopted an Urban Growth Management Functional Plan and compliance with this plan by constituent cities assures compliance with Goal 14, which is discussed in Part II of this document and those findings are incorporated by reference.

The WPTC Plan lays out a framework for West Portland to fulfill its role as a town center in accommodating population and employment growth within the Portland metro urban growth boundary. The WPTC is located in an opportunity rich area including proximity to natural areas, good schools, proximity to regional employment and civic and commercial services. Increasing residential, employment and commercial capacity in this area, centered on an existing commercial and transportation hub provides for efficient use of land and resources and contributes to creating livable communities in the area.

The elements within the WPTC Plan's land use growth concept and urban design framework envision the area as a vibrant and well-connected town center; a healthy community and environment enhanced by the natural and built environment; a place offering an array of public amenities to support new commercial, office and human services; and an ethnically and economically diverse center supported by a variety of housing options and a vibrant multi-cultural hub.

The WPTC Plan's land use changes help accommodate additional housing, commercial and community services and employment at a level similar to other regional town centers.

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundary.

Therefore, the WPTC Plan amendments are consistent with the requirements of Statewide Planning Goal 14.

**Goal 15. Willamette River Greenway.** To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

15. **Finding:** Statewide Planning Goal 15 requires cities to adopt local greenway plans, along with criteria for new development, new uses, and the increase of uses along the river. The City implements Statewide Planning Goal 15 through application of the Greenway and River overlay zones. The WPTC Plan does not affect any land or water within the Willamette River Greenway. Therefore, the WPTC Plan amendments are consistent with Statewide Planning Goal 15.

## Part II. Metro Urban Growth Management Functional Plan

Under ORS 268.380 and its Charter, Metro has the authority to adopt regional plans and require city and county comprehensive plans to comply with the regional plan. Metro adopted its Urban Growth Management Functional Plan under this authority.

In Metro's June 2011 update to its 2010 compliance report Metro found, "The City of Portland is in compliance with all Urban Growth Management Functional Plan requirements in effect on December 15, 2010, except for Title 13, Nature in Neighborhoods. On January 16, 2013, the City received a letter from Metro stating that Portland had achieved compliance with Title 13.

**Title 1. Housing Capacity.** The Regional Framework Plan calls for a compact urban form and a "fair-share" approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity, especially in centers, corridors, main streets, and station communities, except as provided in section 3.07.120.

16. **Finding:** The West Portland area was a designated a regional town center by Metro in the 1990s and the City affirmed this designation in the 2035 Comprehensive Plan (2016). However, the vision for a West Portland Town Center remains unrealized. It is one of only two town centers in the city without a plan. The WPTC Plan, guided by a set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center.

Currently, 60% of land zoned for residential use in the West Portland Town Center study area is zoned single dwelling. The existing mixed-use and multi-dwelling zoning along Barbur Boulevard covers a narrow corridor with an immediate transition to low-density zoning. The WPTC Plan addresses the imbalance of single-family and multi-family zoning to allow for enough new residents to support a full-service business district and the range of housing types and costs that give meaningful choices for a variety of economically diverse households.

The WPTC Plan's growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades. The WPTC zoning map amendments, which rezone 78 acres of single-dwelling zoning to higher-density multi-dwelling and mixed-use zoning, are estimated to increase housing capacity in the West Portland Town Center by at least 3,500 additional housing units in that time period.

Existing zoning is retained along the central Barbur Boulevard area for mixed-use areas with added bonuses to provide generous development capacity and height (5-7 stories), comparable to CM3 zoning, in exchange for public benefits such as affordable housing, affordable commercial space, and community space. This is intended to support the proposed multicultural hub to be located near the Barbur Transit Center. Furthermore, while the roughly 16 acres of Employment Focus area along Barbur will prohibit residential uses

the other zoning and regulatory changes made in the balance of the town center assure that there will be no overall reduction to housing capacity.

Therefore, the WPTC Plan amendments are consistent with Metro Title 1.

**Title 2. Regional Parking Policy.** (Repealed Ord. 10-1241B, Sec. 6, 1997)

**Title 3. Water Quality and Flood Management.** To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

17. **Finding:** Title 3 calls for the protection of the beneficial water uses and functional values of resources within Metro-defined Water Quality and Flood Management Areas by limiting or mitigating the impact of development in these areas. Title 3 establishes performance standards for 1) flood management; 2) erosion and sediment control; and 3) water quality. The City implements zoning regulations (Title 33.430, 33.440, 33.465, 33.515, 33.537, 33.563, 33.631, 33.640), as well as erosion control and balanced cut-and-fill standards (Title 10 and Title 24). In addition, the City administers a Stormwater Management Manual (SWMM) at the time of development review that further supports water quality and watershed health. Metro has found the City to be in substantial compliance with Title 3.

There are three Title 3 mapped areas in the WPTC. One running north south across Taylors Ferry in the area of Woods Creek west of the I-5 Freeway offramp, one running north/northeast from the northern boundary of Jackson Middle School site and one running along and within the open space west of the Headwaters project. All of these areas have existing environmental overlay zones. The WPTC Plan amendments do not affect any of these overlays or regulations that will continue to protect Title 3 areas. Furthermore, most of the Title 3 mapped areas did not receive zoning map changes to increase future development capacity. Some of the land in the first two areas noted above are proposed for Comprehensive Plan Map changes. For those cases the Plan further protects the resources and values within these areas by including zoning code amendments that prohibit zone map changes prior to a more complete stormwater management and system plan being in place.

The WPTC Plan also supports general water quality and flood management in the area by including considerations for area streams, stormwater, and sanitary service. The WPTC Plan includes actions and coordination to better manage or reduce the amount of stormwater from existing and future development – including roadways, reduce the impacts of runoff on local streams, and increase the capacity of the stormwater and sanitary systems. Therefore, the WPTC Plan amendments are consistent with Metro Title 3.

**Title 4. Industrial and Other Employment Areas.** The Regional Framework Plan calls for a strong regional economy. To improve the economy, Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. Title 4 also seeks to provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another than in dispersed locations. Title 4 further seeks to protect the capacity and efficiency of the region's transportation system for the movement of

goods and services and to encourage the location of other types of employment in Centers, Corridors, Main Streets and Station Communities. The Metro Council will evaluate the effectiveness of Title 4 in achieving these purposes as part of its periodic analysis of the capacity of the urban growth boundary.

**18. Finding:** The purpose of Title 4 is to maintain a regional supply of existing industrial and employment land by limiting competing uses for this land. Metro has not adopted a Statewide Planning Goal 9 economic opportunities analysis for the region, so Title 4 is not based on an assessment of the land needed for various employment types, nor do the Title 4 maps necessarily depict lands most suitable to accommodate future job growth. Rather, Title 4 seeks to protect the manufacturing, warehousing, and distribution of goods within three types of mapped areas by limiting competing uses. These three areas are Regionally Significant Industrial Areas (RSIAs), Industrial Areas, and Employment Areas.

All previous Metro compliance reports have determined that land in Portland within an "Industrial Sanctuary" Comprehensive Plan Map designation meets all Title 4 requirements for mapped RSIA Land and Industrial Land. Similarly, all land in Portland within a General Employment Comprehensive Map designation meets Title 4 requirements for Employment Areas.

As a Metro and City-designated town center, West Portland has a role to play in accommodating population and employment growth. As such, West Portland is envisioned to be served by high-capacity transit connections and have a substantial employment component.

The WPTC Plan proposes to strike a housing and jobs balance by zoning for more employment uses, especially for professions providing quality jobs such as those in health care, back office support, or call centers. Additional programs are needed to train existing residents and connect them to jobs in these sectors.

Two new "Employment Focus Areas" along the central corridor of the town center seek to foster employment focused development by restricting residential uses and allowing for 5-7-story office buildings.

The WPTC Plan includes the following new area-specific Comprehensive Plan policies that are supportive of industrial and employment areas:

- Use zoning tools and City economic development programs to support employment opportunities in professions that provide quality jobs (WPTC 4)
- Leverage plans and accompanying investments to encourage contracting with minority-owned and woman-owned businesses (WPTC 15)
- Engage broad and collaborative economic development partnerships to achieve the town center's equitable development goals (WPTC 16)
- Prioritizing employment uses in parts of the town center to support employment types that provide quality jobs (WPTC 17)

- Support equitable access to workforce training and employment opportunities for black, indigenous and people of color (“BIPOC”). And immigrant residents in the town center (WPTC 18)
- Encourage and support development of affordable commercial space for small businesses owned by immigrants and refugees (WPTC 19)

Therefore, the WPTC Plan amendments are consistent with Metro Title 4.

**Title 5. Neighboring Cities** (Repealed Ord. 10-1238A, Sec. 4, 1997)

**Title 6. Centers, Corridors, Station Communities and Main Streets.** The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role. A regional investment is an investment in a new high-capacity transit line or designated a regional investment in a grant or funding program administered by Metro or subject to Metro’s approval.

19. **Finding:** Title 6 establishes eligibility criteria for certain regional investments, and the use of more flexible trip generation assumptions when evaluating transportation impacts. Title 6 also contains aspirational activity level targets for different Metro 2040 place types. This title is incentive-based, so these findings simply serve to document intent. There are no specific mandatory compliance standards in Title 6 that apply to this ordinance.

Metro has designated the areas that may qualify for these regional incentives, including transit stations, the Central City, Gateway regional center, along with Hollywood, Hillsdale, Raleigh Hills, West Portland, Lents, and St. Johns town centers. The West Portland area was a designated a regional town center by Metro in the 1990s and the City affirmed this designation in the 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. The WPTC Plan, guided by a set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center.

The WPTC Plan amendments help to achieve Metro 2040 Growth Concept by setting regulatory and community development foundations for a vibrant and equitable urban center with ample housing and job capacity, as well as by anticipating a future regional investment in a new high-capacity transit line, called the Southwest Corridor that would connect Portland’s central city to Tualatin. It is anticipated that a future light rail investment would make the West Portland Town Center area more accessible to jobs and other amenities, but would also increase development and displacement pressures.

To complement the future regional investment in high-capacity transit and anticipated growth, the WPTC Plan lays out infrastructure investments and policies to improve the town center’s long-standing transportation and stormwater management deficiencies. The WPTC Plan does this by identifying investments needed to improve the safety and experience of people walking and biking while promoting the use of transit.

Therefore, the WPTC Plan amendments are consistent with Metro Title 6.

**Title 7. Housing Choice.** The Regional Framework Plan calls for establishment of voluntary affordable housing production goals to be adopted by local governments and assistance from local governments on reports on progress towards increasing the supply of affordable housing. It is the intent of Title 7 to implement these policies of the Regional Framework Plan.

20. **Finding:** Title 7 addresses housing choice. Metro adopted voluntary affordable housing goals for each city and county in the region for the years 2001 to 2006, but never updated them. Therefore, Title 7 does not apply. Nevertheless, the *2035 Comprehensive Plan* includes city-wide affordable housing production goals that greatly exceed those adopted by the outdated Title 7 (Ordinance 178832). In addition, the zoning code includes inclusionary housing regulations within Chapter 33.245 that require affordable housing for buildings with more than 20 units.

Goal 1A of the WPTC Plan is to increase new housing choices, tools and programs for all household types and incomes throughout the Town Center. The WPTC Plan amendments and actions support the production of affordable housing by:

- Changes to the zoning map that rezone significant land area from single dwelling to low and medium multi dwelling designations and mixed-use designations. Therein increasing future residential unit capacity and potential for more affordable units under the Inclusionary Housing Program.
- Creation of new plan district regulations in zoning code, including incentives, for both the mixed use and multi dwelling zoned areas that:
  - encourage development of more housing as well as affordable housing through the Inclusionary Housing Program, and
  - encourage retention of existing low-cost market-rate apartments unless redeveloped with regulated affordable housing
- Including an action that would advance work on a potential development agreement for developing an equitable Transit-Oriented Development (ETOD) on the Barbur Transit Center, and leveraging this publicly-owned site to maximize production of affordable housing co-located with human services and other community desired amenities (see WPTC Plan Goal 2B, 2C, and 1D).

**Title 8. Compliance Procedures.** Title 8 addresses compliance procedures and establishes a process for ensuring city or county compliance with requirements of the Urban Growth Management Functional Plan and for evaluating and informing the region about the effectiveness of those requirements. An amendment to a city or county comprehensive plan or land use regulation shall be deemed to comply with the functional plan upon the expiration of the appropriate appeal period specified in ORS 197.830 or 197.650 or, if an appeal is made, upon the final decision on appeal. Once the amendment is deemed to comply, the functional plan requirement shall no longer apply to land use decisions made in conformance with the amendment. A city or county proposing an amendment to a comprehensive plan or land use regulation shall submit the proposed amendment to Metro at least 35 days prior to the first evidentiary hearing on the amendment.

21. **Finding:** The required notice was provided to Metro more than 35 days before the first evidentiary hearing on September 14, 2021. Title 8 also requires the City to provide findings of compliance with the *Urban Growth Management Functional Plan*. These findings meet this requirement. All applicable requirements of Metro Title 8 have been met.

**Title 9. Performance Measures.** (repealed Ord. 10-1244B, Sec. 8, 2010)

**Title 10. Functional Plan Definitions.** Title 10 contains definitions.

22. **Finding:** When the City's 2035 Comprehensive Plan uses a term found in Title 10, either the term has the same meaning found in Title 10, or the difference is explained. The WPTC Plan amendments do not change any definitions in the 2035 Comprehensive Plan that are also found in Title 10. All applicable requirements of Metro Title 10 requirements have been met.

**Title 11. Planning for New Urban Areas.** The purpose of Title 11 to guide long range planning for urban reserves and areas added to the UGB. It also provides interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization to become applicable to the areas.

23. **Finding:** The WPTC Plan amendments do not add areas to the UGB. Therefore, this Metro Title 11 is not applicable.

**Title 12. Protection of Residential Neighborhoods.** Existing neighborhoods are essential to the success of the 2040 Growth Concept. The intent of Title 12 of the Urban Growth Management Functional Plan is to protect the region's residential neighborhoods. The purpose of Title 12 is to help implement the policy of the Regional Framework Plan to protect existing residential neighborhoods from air and water pollution, noise, and crime and to provide adequate levels of public services.

In order to protect these areas, Metro shall not require any city or county to authorize an increase in the residential density of a single-family neighborhood in an area mapped solely as Neighborhood. In addition, specific limits on access to commercial services are applied to commercial uses within designated neighborhood centers in order to reduce air pollution and traffic congestion. This Title also calls on Cities to establish a level of service standard for parks and greenspaces that calls for a park facility within a specified distance of all residences.

24. **Finding:** Title 12 largely restricts Metro's authority to plan and regulate density in single-family neighborhoods. Even though Metro provided a grant to support some of this work, the WPTC Plan amendments were originated by the City's legislative process, respond to locally-identified needs, and are not at the direction of Metro. Furthermore, most of the WPTC Plan area is designated in the Metro 2040 Growth Concept Map as a Town Center and is not primarily mapped as Neighborhood. The WPTC Plan amendments do not include changes to Metro's neighborhood center designations or authorize any large-format commercial uses. The City has already established a goal in its Parks 2020 Vision of providing a basic, developed Neighborhood Park facility within a half mile of every Portland resident, and a Community Park within a mile of every resident. Therefore, these amendments comply with Metro Title 12.



**Title 13. Nature in Neighborhoods.** The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.

25. **Finding:** Title 13 is expressly intended to provide a minimum baseline level of protection for identified Habitat Conservation Areas. Local jurisdictions may achieve substantial compliance with Title 13 using regulatory and/or non-regulatory tools. The City of Portland implements Title 13 through its adopted Natural Resources Inventory (NRI) and environmental overlay zone protection measures, which Metro has found to be in substantial compliance with Title 13. No changes to the environmental overlay zones are proposed as part of this project. Therefore, the WPTC Plan amendments are consistent with the applicable requirements of Metro Title 13.

**Title 14. Urban Growth Management Plan.** Title 14 addresses the regional urban growth boundary.

26. **Finding:** This ordinance does not require, nor initiate, a boundary change, Metro Title 14 does not apply.

### **Summary, Urban Growth Management Functional Plan Findings**

27. **Finding:** The Metro Title 10 definition of comply or compliance means "substantial" rather than absolute compliance. "Substantial compliance" means city comprehensive plans and implementing ordinances, on the whole, conform with the purposes of the performance standards in the functional plan and any failure to meet individual performance standard requirements is technical or minor in nature.

For the facts and reasons stated above, this ordinance substantially complies with all Urban Growth Management Functional Plan requirements applicable to the WPTC Plan amendments.

## Part III. Portland's Comprehensive Plan

Portland's 2035 Comprehensive Plan was adopted as part of Task Four of Periodic Review. Task Four was adopted by Ordinance No. 187832 on June 15, 2016. The 2035 Comprehensive Plan was amended as part of Task Five of Periodic Review, which was adopted by Ordinance No. 188177 on December 21, 2016. Both ordinances were made effective on May 24, 2018, by Ordinance No. 188695, and both Tasks Four and Five were approved by LCDC Order 18 – WKTSK – 001897 on August 8, 2018.

28. **Finding:** The City Council has identified the following guiding principles, goals and policies to be applicable to the WPTC Plan project, except as additionally noted otherwise below.

### Guiding Principles

The 2035 Comprehensive Plan adopted five “guiding principles” in addition to the goals and policies typically included in a comprehensive plan. These principles were adopted to reinforce that implementation of the plan needs to be balanced, integrated and multi-disciplinary, and the influence of each principle helps to shape the overall policy framework of the plan. While the policies in the Comprehensive Plan effectively ensure that the guiding principles are met, the findings below further demonstrate that in addition to meeting those specific policies on balance, the amendments in the WPTC Plan are consistent with these guiding principles as described below.

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

29. **Finding:** Council finds that this guiding principle requires the Council, when taking actions that implement the Comprehensive Plan, to not overlook the importance of supporting a robust and resilient regional economy, thriving local businesses and growth in living-wage jobs and household prosperity.

The WPTC Plan amendments support a low-carbon economy by supporting the development of compact housing within the town center and close to services and transit, therein helping people have access to transportation and employment choices that can reduce cost of living as well as carbon emissions. The WPTC Plan fosters employment growth by expanding opportunities for transit-oriented employment and commercial uses along a segment of SW Barbur and near the Barbur Transit Center. The WPTC Plan amendments contribute to more equitably distributed household prosperity by including incentives and zoning map changes for the creation of more housing choices as well as affordable housing. Planning and preparing for future investments through WPTC Plan and related efforts will increase access to economic, educational, and housing opportunities will result in better health outcomes for those households and greater economic prosperity for the region. The City's economic policies aim to increase prosperity for all by targeting City investments in areas like the West Portland Town Center where racial and economic disparities exist in employment and business ownership. Furthermore, the WPTC Plan amendments do not reduce or convert any lands zoned for employment; rather, through revised zoning, they add

opportunities for employment growth that will serve the area and city. Therefore, the WPTC amendments are consistent with the economic prosperity guiding principle.

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

30. **Finding:** Council finds that this guiding principle requires the Council, when taking actions that implement the Comprehensive Plan, to not overlook the importance of minimizing health impacts and increasing opportunities for Portlanders to lead healthy, active lives.

The town center has as many amenities to support human and environmental health as it does hazards needing mitigation, including the existing freeway and its ongoing air quality and noise impacts, incomplete pedestrian and bicycle facility network, dangerous and uninviting intersections, and displacement risk for its most vulnerable residents.

Health and equity perspectives were used in the development of the WPTC Plan to ensure that the benefits of future changes supported health and would be accessible to all in the area, particularly underrepresented communities affected by the combined impacts of environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities living or working in the area.

Early community engagement with West Portland’s immigrant communities found that housing instability and lack of economic opportunity are major stressors that are impacting people’s health. This realization led to a broader look at determinants of health in the social and physical environment. A “West Portland Health Equity Assessment” was conducted (Appendix A of the WPTC Plan) that analyzed 39 health indicators as well as qualitative data from community engagement activities to identify five barriers to community and environmental health: traffic safety, infrastructure as a divider, air pollution and noise, displacement risk, and poverty and living wages.

The Plan’s amendments and community development actions form an interconnected and multi benefit platform for supporting improved human health in the town center area.

The amendments are designed to further access to economic, educational, and housing opportunities and choices, as well as improve housing stability, transportation choices, and access to nature, recreation, local shops, and human services. The WPTC Plan also distinguishes and acknowledges health benefits stemming from and realizable from two different sources, that of improved social connectedness and that of improved physical environments.

Some of the plan elements proposed to support healthy outcomes and people include:

- A Green Ring will which create connections via a low-stress circulation and recreation network to everyday places as well as parks and natural areas.
- A Multicultural Hub that will serve as a community connection point economic engine by bringing together cultural shops and restaurants, relevant human services and non-profit office space, gathering spaces, and housing.
- Priorities for future roadway and intersection improvements including pedestrian and bike facilities, and new or improved I-5 pedestrian crossings.

- Regulations and actions to support housing stability for low-income and BIPOC renters who face displacement pressures in the town center today.
- Actions to connect the town center’s BIPOC and immigrant communities to workforce training programs and opportunities.
- Regulations that require a landscaped setback buffer with redevelopment of properties that abut the I-5 corridor and additional trees along Barbur. Also, actions to explore expansion of tree and landscape buffer options on I-5 adjacent properties.

The WPTC Plan also aligns with and is guided by Portland’s Healthy Connected Communities framework, the city’s goal of neighborhood hubs, linked by a network of civic corridors and greenways that connect Portlanders to services and destinations. This means the WPTC should have businesses, frequent transit service, libraries, schools, and other amenities close enough for residents to safely and easily walk, bike or roll to meet most of their daily needs. The framework is used to coordinate the Plan’s policies, regulations, actions and investment recommendations to support the town center’s guiding visions for creating “Strong People and Communities” and “Great Places with Equitable Access to All”.

Therefore, the WPTC amendments are consistent with the human health guiding principle.

**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.

31. **Finding:** Council finds that this guiding principle requires the Council, when taking actions that implement the Comprehensive Plan, to not overlook the importance of including space for the health of natural resources and the ecosystem in the design and development of the city. This space can be in parks, streams, natural areas, along streets as well as on sites with development. The best performance occurs when the supply and design of these different types of spaces create, or “weave”, intentional or ad-hoc pathways for wildlife through the city.

The WPTC Plan has policies and recommends infrastructure investments to improve the town center’s long-standing stormwater management deficiencies therein supporting human and watershed health particularly in the face of climate change disruptions. The WPTC Plan has development requirements to support environmental and watershed health as well as climate resilience such as ecoroofs, space for large trees and additional trees along the freeway and Barbur Blvd. In addition, development of the land use map carefully considered changes to areas near streams or on steep slopes, in some cases opting against adding new development capacity for these areas in order to support stream and environmental health.

The WPTC Plan also adds new area-specific Comprehensive Plan policies that are needed to address the area’s unique environmental health challenges and barriers to healthy living.

Lastly, no changes to the environmental overlay zones or regulations are proposed as part of this project. Therefore, the WPTC amendments are consistent with the environmental health guiding principle.

**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.

32. **Finding:** Council finds that this guiding principle requires the Council, when taking actions that implement the Comprehensive Plan, to not overlook the importance of promoting equity and environmental justice for under-served and under-represented communities.

The WPTC Plan supports this guiding principle in both its process and the resulting Plan by leading with a health and racial equity lens that questioned and examined how economic and health benefits from future investments and improvements to the area could be available to everyone, how displacement could be prevented or limited, and how under-served communities could particularly leverage the changes into better access to opportunity and prosperity. The Plan centers the voices of communities most affected by the combined impacts of environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities. When the needs of these communities are met the health and wellbeing of all community members improves.

The WPTC Plan, in collaboration with community trusted and based organizations, used a focus on people’s lives, particularly under-served populations in the area, in the first “people” phase of conversations and events to understand the issues impacting their day-to-day lives and impediments to health and opportunities. These stories and examples then helped shape the plan and subsequent conversations. In the second phase of outreach, events focused on how the “place” aspect of the WPTC intersected with the “people” issues and with the physical realities and aspirations of the town center.

Five of the WPTC Plan’s nine Community Goals are in part focused on directly supporting the priorities of those most affected by racial and health disparities. In addition to the Comprehensive Plan’s equitable development policies, the Community Goals serve as the Plan’s compass as it strives to eliminate racial disparities, increase housing options, including affordable housing, reduce displacement, further fair housing and improve socio-economic opportunities in the town center. The Plan also builds on the work of the SW Corridor Equitable Development Strategy (SWEDS, 2019) and the SW Equitable Housing Strategy (EHS, 2018). The WPTC Plan is designed to support health and racial equity and improve access to opportunity through regulatory and community development actions including the following:

- Expand areas where additional housing can be developed, including affordable housing.
- Design regulatory tools to incentivize retention of existing low-cost housing by limiting redevelopment unless accompanied affordable housing commitments beyond that of Inclusionary Housing Program.

- In core of center, increasing zoning entitlements but in way that is conditional on providing public benefits aligned with the community’s equity goals.
- Regulations that support creation of some smaller commercial spaces for use by emerging or small businesses in the area.
- A Multicultural Hub to consist of shops, services, gathering spaces and housing and designed to support health through cultural connection and social cohesion for local immigrant communities, opportunities for small businesses, including BIPOC businesses, and access to human services needed in the area.
- Community development actions that include advancing access to workforce training, small business support and financial literacy, a public health clinic, and including public art reflecting the cultural diversity of the area.

Therefore, the WPTC Plan amendments are consistent with the equity guiding principle.

**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.

33. **Finding:** The 2035 Comprehensive Plan describes resilience as “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.”

An important facet of the WPTC Plan is to foster a thriving and interconnected community that contains racially and economically diverse households who are resilient in the face of displacement pressures and supported by strong social connections and cultural institutions and human services that benefit all residents. It is also envisioned that the quality of life for communities in the town center will improve and be healthy, thriving and remain resilient, with unencumbered access to affordable housing, services, and green spaces. Infrastructure improvements are also needed to support resilience.

The Plan’s lens of health and racial equity elevates the needs of the most underserved in the community. When their needs are met and opportunity is available to everyone, the community thrives.

All the actions and amendments in the WPTC Plan work to support some facet of this vision. Working together to shape a future place that is welcoming, vibrant, and resilient. Some of the many examples include:

- Amendments that require “green” approaches in development intended to address urban heat islands and other climate impacts, as well as manage stormwater more effectively.
- Recommendations and actions for development of multi modal transportation, transit and stormwater improvements in the area. These improvements will support lower carbon transportation options, protection of natural resources and better air quality.
- Actions around adding public art installations and art events to strengthen the community’s multi-cultural identity and connections as the town center changes. Seeing

art and design in new development that reflects the culture of the town center's racially diverse population can inspire feelings of inclusion and safety.

- Actions to support development of a Community Energy Plan to use conservation and generation projects to lower energy bills, help people stay in their homes, build wealth and community assets, and foster community resiliency.
- Amendments that require multi dwelling zone sites to support healthy, people-centered, and climate-resilient development through features that support opportunity for relationship with the outdoors, the street, and fresh air, as well as countermeasures to heat impacts throughout the more residentially focused areas of the town center.
- Amendments that require inclusion of affordable commercial spaces larger new development. This supports more diversity of business and economic opportunities at a range of affordability levels. Diverse affordability levels in turn support pathways to opportunity, innovation, and long term social and economic resilience locally and regionally.

Therefore, the WPTC Plan amendments are consistent with the resilience guiding principle.

# Chapter 1: The Plan

**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.

34. **Finding:** As noted above, the WPTC Plan amendments are consistent with the guiding principles of the Comprehensive Plan. As part of an integrated approach to meet multiple goals, the City Council has considered, weighed and balanced applicable policies, as described on page HTU-5 of the Comprehensive Plan, to determine that this ordinance on the whole complies with the Comprehensive Plan. As described below, the City Council’s decision to adopt the WPTC Plan amendments has considered the multiple goals of the Comprehensive Plan, including the guiding principles, to determine that the adoption of this ordinance will ensure that Portland is prosperous, healthy, equitable, and resilient. Therefore, this goal is met.

**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.

35. **Finding:** The findings show how the WPTC Plan amendments are consistent with Metro’s Urban Growth Management Functional Plan and the Statewide Planning Goals, including Goal 2 which requires coordination. Metro, TriMet, and other state agencies received notice of the proposed amendments from the 35-day DLCDC notice and the City’s legislative notice. Therefore, this goal is met.

**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.

36. **Finding:** The City Council defines “effective” as being successful in producing a desired or intended result. The desired or intended result is embodied in the Guiding Principles and goals and policies of the Comprehensive Plan. These findings demonstrate how the WPTC Plan amendments are consistent with the 2035 Comprehensive Plan. The West Portland area was designated a regional town center by Metro in 1995 and the City affirmed this designation in the recent 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. It is one of only two town centers in the city without a plan. The WPTC Plan, guided by a vision and set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center. Therefore, this goal is met.

**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.



**Finding:** The WPTC Plan amendments include implementation tools and strategies, both regulatory and non-regulatory. The WPTC Plan Land Use Growth Concept has been refined and translated into both a Comprehensive Plan Map and a Zoning Map. Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundary. The WPTC Plan’s growth strategy uses two phases of rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades. The first phase will change zoning with adoption of the Plan for areas that can be served by existing public facilities and infrastructure, while the second phase will only change Comprehensive Plan map designation – without zoning - pending further public infrastructure planning. To realize the West Portland Town Center Plan vision, additional incentives and regulations, many of which prioritize housing affordability and community benefits, have been developed to accompany the WPTC Plan actions and proposed land use changes. These provisions and regulations will be incorporated into the Portland Zoning Code as a new chapter called the West Portland Multicultural Plan District. The provisions of this plan district chapter will apply to properties within the town center boundary in addition to the base zone requirements of the Zoning Code.

Besides the West Portland Multicultural Plan District regulations, new regulations to prohibit self-service storage uses close to light rail stations citywide are included in the proposal. This limitation will help implement Comprehensive Plan policies that call for light rail station areas to be the location of concentrations of housing, jobs, and commercial services.

Implementing the WPTC Plan will require City of Portland bureaus and agencies, other public agencies and community partners to work together to realize the vision of the plan and achieve its goals. The WPTC Plan includes action tables that identify regulatory and nonregulatory approaches to implement the plan, as well as lists of public and private funding sources and programs that may be available to help implement the Plans’ community development goals.

Therefore, this goal is met.

**Goal 1.E: Administration.** Portland’s Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan. It is administered in accordance with regional plans and state and federal law.

37. **Finding:** As noted above, the findings show how the WPTC Plan amendments are consistent with Metro’s Urban Growth Management Functional Plan and the Statewide Planning Goals. The findings in this report also show how the WPTC Plan amendments effectively forward the intent of the Comprehensive Plan. Therefore, this goal is met.

The WPTC Plan implements the 2035 Comprehensive Plan. The WPTC Plan was developed consistent with the framework of the 2035 Comprehensive Plan. The WPTC Plan contains a vision, a policy framework, Comprehensive Plan Map and Zoning Map amendments, Zoning Code amendments, and list of actions necessary to implement the plan. The WPTC Plan was developed with input from local and underserved community and reflects current and future

needs and desires for the WPTC area, while taking into account guiding state, regional and local plans and policies. As noted above, the WPTC Plan is consistent with the guiding principles of the 2035 Comprehensive Plan, and was developed and will be implemented by a variety of public and community-based partners, including City of Portland bureaus, SW Corridor Equity Coalition, Multnomah County, TriMet, and Metro. Parallel to public engagement, the primary City bureaus were engaged in an interbureau team that met periodically during plan development. As such, the WPTC Plan is consistent with and furthers the objectives of Goals 1.A through 1.E of the 2035 Comprehensive Plan. For further information regarding how the WPTC Plan is consistent with and furthers applicable state and regional goals, see “Findings on Statewide Planning Goals” and “Findings on Metro Urban Growth Management Functional Plan” sections, located earlier in this findings report.

## The Comprehensive Plan

**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.

38. **Finding:** The verb “maintain” is defined in the 2035 Comprehensive Plan as to keep what you have, conserve, continue. The City Council interprets this policy to mean that the City retains all the elements of the comprehensive plan. The WPTC Plan amendments maintain the 2035 Comprehensive Plan while simultaneously updating the Comprehensive Plan to carry out the vision of a regional town center in the West Portland area, centered around the

Barbur Transit Center and a future investment in high-capacity transit along the Southwest Corridor.

The WPTC Plan amends the 2035 Comprehensive Plan with area-specific goals and policies, amends the Comprehensive Plan Map to implement the WPTC Plan's Land Use Growth Concept, and recommends amendments to the Transportation System Plan (TSP) to revise the Project List, Master Street Plan, and Implementation Strategies chapter, as well as specific classifications for select streets in the town center area. The WPTC Plan also identifies potential public facility projects needed to serve the anticipated growth in the town center. The City Council finds that the policy and map changes improve the long-range planning direction for the development and redevelopment of the West Portland Town Center.

## Supporting Documents

**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.

**39. Finding:** The WPTC Plan amendments were developed consistent with the supporting documents of the adopted 2035 Comprehensive Plan. The WPTC Plan amendments do not change or update any inventories or analyses. The WPTC Plan identifies potential public facility projects needed to serve the anticipated growth in the town center, but does not amend the PFP or CSP. The WPTC Plan amends the Transportation System Plan (TSP) to revise the Project List, Master Street Plan, and Implementation Strategies chapter, as well as

specific classifications for select streets in the town center area. The WPTC Plan does not change any school facility plans.

## 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.*

40. **Finding:** The City Council interprets this policy to mean that the City retains all of the implementation tools identified in policies 1.4 through 1.9. The WPTC Plan amendments change the Zoning Code (1.4) and the Zoning Map (1.5) in a way, as described in these findings, that complies with the 2035 Comprehensive Plan.

**Policy 1.4. Zoning Code.** Maintain a Zoning Code that establishes the regulations that apply to various zones, districts, uses, and development types.

41. **Finding.** The draft Zoning Code amendments included the WPTC Plan help implement the West Portland Town Center Plan vision. The draft amendments include additional Zoning Code incentives and regulations, many of which prioritize housing affordability and community benefits, to accompany the plan actions and proposed land use changes. These provisions and regulations will be incorporated into the Zoning Code as a new chapter called the West Portland Multicultural Plan District. The provisions of this plan district chapter will apply to properties within the town center boundary in addition to the base zone requirements of the Zoning Code. The plan district regulations, such as those addressing allowed land uses and building height, will supersede comparable regulations in the base zones. The Zoning Map in conjunction with the Zoning Code determines what regulations apply to which properties.

Besides the West Portland Multicultural Plan District regulations, this document also includes draft amendments to prohibit self-service storage uses close to light rail stations citywide. This limitation will help implement Comprehensive Plan policies that call for high-capacity transit station areas to be the location of concentrations of housing, jobs, and commercial services.

**Policy 1.5 Zoning Map.** Maintain a Zoning Map that identifies the boundaries of various zones, districts, and other special features.

42. **Finding.** The WPTC Plan Land Use Growth Concept has been refined and translated into both a Comprehensive Plan Map and a Zoning Map. The changes to the Comprehensive Plan and Zoning maps proposed includes areas where:

- The Zoning Map and the Comprehensive Plan Map designations are both proposed to change
- The Zoning Map designation will stay the same, but the Comprehensive Plan Map designation is proposed to change to a higher designation.

In the case of properties where the zoning is proposed to remain as it is today, the zoning may change in the future either through a quasi-judicial zone change requested by an individual property owner or through a legislative process.

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundaries.

The new West Portland Multicultural Plan District includes maps that identify the boundaries of four subdistricts (A, B, C, and D) each of which has distinct regulations, an employment focus area where employment uses are prioritized, commercial and residential corridors that have special development standards, and areas where maximum floor area ratios are less than the base zone to encourage the preservation of existing low-cost apartments.

**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.

43. **Finding:** The City Council finds that policies 1.6 through 1.9 do not apply because the WPTC Plan amendments do not include changes or amendments to service coordination agreements, annexation processes, urban renewal plans, or development agreements. The WPTC Plan does include recommended actions to consider forming a tax increment financing district in the town center to fund community development priorities, and includes recommended actions to execute a development agreement for equitable transit-oriented development on the Barbur Transit Center. However, these actions are not being taken with the adoption of the WPTC Plan.

## Administration

**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 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 in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map.

44. **Finding:** The City Council finds that this is a fundamental policy of the Comprehensive Plan that guides the manner in which the City Council considers amendments to the Plan itself or any implementing regulations, such as the Zoning Code.

The City Council interprets the policy to require the Council to consider whether, after considering all relevant facts, an amendment is equally or more supportive of the Comprehensive Plan. The City Council finds that an amendment is equally supportive when it is on its face directly supported by goals and policies in the Plan. The City Council finds that an amendment is more supportive of the Comprehensive Plan when the amendment will further advance goals and policies, particularly those that are aspirational in nature. The City Council finds that the policy requires consideration as to whether amendments are equally or more supportive of the Plan as a whole. The City Council finds that amendments do not need to be equally or more supportive with individual goals and policies, but rather amendments must be equally or more supportive of the entire Comprehensive Plan. Therefore, the City Council finds that there may be instances where specific goals and policies are not supported by the amendments but still the amendment is equally or more supportive of the entire Comprehensive Plan when considered cumulatively. The City Council finds that there is no precise mathematical equation for determining when the Plan as a whole is supported but rather such consideration requires City Council discretion in evaluating the competing interests and objectives of the plan.

Council notes that the Comprehensive Plan introduction explains that “[t]he 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 . . . [E]ven the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter 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.” 2035 Comprehensive Plan, page HTU-5.

The WPTC Plan amendments include legislative amendments to the Zoning Code and Zoning Map, which are implementation tools of the 2035 Comprehensive Plan. These findings identify how the WPTC Plan amendments comply with the 2035 Comprehensive Plan. That is, the amendments are evaluated against the 2035 Comprehensive Plan’s Guiding Principles, goals, and policies, as detailed throughout this set of findings. The City Council finds that these amendments are equally or more supportive of the Comprehensive Plan than the existing Zoning Code and Map regulations because the amendments better promote a broad range of policies objectives, including those related to housing and employment growth in centers, equitable development and anti-displacement, housing

diversity and affordability, resource efficiency, and design that supports human and environmental health. Council finds that WPTC is more supportive of the Comprehensive Plan particularly with regard to the goals and policies below:

- Support housing and employment growth in centers and high opportunity areas, called for in Goals 3.C and 3D, Policy 3.2 Growth and stability, Policy 3.12 Role of centers, Policy 3.14 Housing in centers, Policy 3.31 Role of Town Centers, Policy 3.32 Housing, Policy 5.5 Housing in centers, Policy 5.22 New development in opportunity areas, Policy 5.23 Higher-density housing, Policy 5.32 Affordable housing in centers, and Policy 6.73 Centers.
- Promote equitable development and minimize displacement, as noted in policies including Policy 3.3 Equitable development, Policy 3.9 Growth and development, Goal 5.B: Equitable access to housing, Goal 5.D Affordable housing, Policy 5.1 Housing supply, Policy 5.3 Housing potential, Policy 5.12 Impact analysis, Policy 5.13 Housing stability, Policy 5.14 Preserve communities, Policy 5.15 Gentrification/displacement risk, and Policy 5.16 Involuntary displacement.
- Increase the diversity of housing options, which is inscribed for example in policies such as Policy 3.36 Housing in town centers, Goal 5.A Housing diversity, Goal 5.B. Equitable access to housing, Policy 5.5 Housing types, Policy 5.5 Housing in centers, and Policy 5.6 Middle housing.
- Support housing affordability, reflected in Goal 5.D Affordable housing, Policy 5.25 Housing preservation, Policy 5.31 Household prosperity, Policy 5.32 Affordable housing in centers, and Policy 5.35 Inclusionary housing.
- Design development to support human and environmental health, as called for in Policy 3.7 Integrate nature, Policy 3.20 Green infrastructure in centers, Goal 4.C Human and Environmental Health, Policy 4.10 Design for active living, Policy 4.73 Design with nature, Policy 4.83 Urban heat islands, and Policy 5.51 Healthy and active living.
- Promote resource efficient development, see for example Goal 3.B A climate and hazard resilient urban form, Policy 3.5 Energy and resource efficiency, Policy 4.68 Energy efficiency, and Policy 4.69 Reduce carbon emissions.

The City Council finds that these amendments are equally or more supportive of the Comprehensive Plan than the existing Zoning Code regulations and Zoning Map designations, especially as the amendments accommodate housing and employment growth in a designated town center, promote equitable development by linking increased development allowances to the provision of community benefits, increase opportunities for housing diversity, provide incentives for regulated affordable housing, encourage the incorporation of open space and green elements as part of urban development, and promote resource-efficient development.

The City Council finds that the evaluation to determine if the WPTC Plan amendments are on balance equally or more supportive than the existing language or designation must consider all of the goals and policies, as demonstrated by these findings.

For the reasons stated in these findings, the City Council concludes that the WPTC Plan amendments are on balance more supportive of the goals and policies of the 2035 Comprehensive Plan than the current regulations. The City Council has considered all applicable goals and policies to achieve an optimum outcome. Goals and policies are considered as factors which must be weighed, balanced and met on the whole, not as criteria that must be individually met. The overall purposes of the WPTC Plan amendments are to create a framework for improvements and public benefits to accompany expected growth and change while centering the needs and priorities of communities historically excluded from economic opportunities and communities of color in the town center area. The City council has weighed and balanced the applicable goals and policies and concludes that, on the whole, adopting the WPTC Plan amendments is more supportive of the 2035 Comprehensive Plan than keeping the Zoning Code and Zoning Map as they currently exist. Council finds that the WPTC amendments are consistent with and comply with each applicable policy in the 2035 Comprehensive Plan.

**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.

45. **Finding:** The West Portland area was a designated a regional town center by Metro in the 1990s and the City affirmed this designation in the recent 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. It is one of only two town centers in the city without a plan. This Plan, guided by a set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center.

As noted earlier in these findings, the WPTC Plan amendments are consistent with and designed to further the applicable elements of the Metro Urban Growth Management Functional Plan. See findings in Part II, Metro Urban Growth Management Functional Plan, which demonstrate consistency.

**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.

46. **Finding:** As noted earlier in these findings, the WPTC Plan amendments are consistent with and designed to further the applicable elements of the Statewide Planning Goals. See findings in Part I, Statewide Planning Goals, which demonstrate consistency. Therefore, this policy is met.

**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.



47. **Finding:** The WPTC Plan amendments were developed to be consistent with applicable state and federal regulations and do not amend any Zoning Code sections that are required by state or federal regulations, including FEMA flood regulations and state building code requirements.

**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.

48. **Finding:** As demonstrated in the findings for Statewide Planning Goal 11 and Chapter 8 (Public Facilities and Services) of the Comprehensive Plan, City Council considered the impacts on the existing and future availability and capacity of urban public facilities and services consistent with this policy.

**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.

49. **Finding:** As demonstrated in the findings for Statewide Planning Goal 2, the City filed the required 35-day notice with Oregon Department of Land Conservation and Development to notify other government agencies of the proposed WPTC Plan amendments. In addition, the City sent a separate legislative notice to Multnomah County, adjacent cities, Metro and TriMet. Additionally, the WPTC Plan is a result of contributions from the following agencies and advisory group partners: Metro, TriMet, ODOT, Prosper Portland, Multnomah County Health Department, Southwest Equity Coalition, Multnomah County Library, and Portland Public Schools. No government agencies raised issues or concerns with the WPTC Plan amendments.

**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.

50. **Finding:** The PSC reviewed, made recommendations, and received over 75 written or verbal comments on the WPTC Plan amendments over the course of 12 meetings:

- August 10, 2021 – Staff briefing
- September 14, 2021 – Public hearing
- September 28, 2021 – Public hearing (continued)
- October 26, 2021 – Work session
- October 29, 2021 – Testimony period closes
- November 9, 2021 – Work session

November 30, 2021 – Work session  
January 11, 2022 – Work session  
February 8, 2022 – Work session  
March 8, 2022 – Work session, consideration of amendments  
April 12, 2022 – Work session, consideration of amendments  
June 14, 2022 – Work session, recommendation vote to City Council

**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.

51. **Finding:** This policy requires the establishment of a Citizen Involvement Committee, which was appointed in June 2018 and reviews and advises the way City staff engage with the public in land use and transportation planning. This policy does not apply. Nonetheless, the WPTC project’s community involvement program is detailed more in the findings for Chapter 2, Community Involvement. Additionally, the City Council determined that the WPTC Plan was undertaken in compliance with community involvement goals and policies, as indicated in the findings for Comprehensive Plan Chapter 2, Community Involvement.

**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.

52. **Finding:** This policy concerns quasi-judicial amendments to the Comprehensive Plan Map and is not applicable to this legislative project.

**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 May 24, 2018, 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 January 1, 2018 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.

53. **Finding:** The WPTC Plan is an area-specific plan that provides additional detail and refinements applicable at the town center scale, within the policy framework provided by the overall Comprehensive Plan. The West Portland area was a designated a regional town center by Metro in the 1990s and the City affirmed this designation in the 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. It is one of only two town centers in the city without a plan. This Plan, guided by a set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward a vision of a town center.

The WPTC Plan amends the 2035 Comprehensive Plan with new goals and policies specific to the West Portland Town Center area, amends the Comprehensive Plan Map to implement the WPTC Plan's Land Use Growth Concept, and amends the Transportation System Plan (TSP) to revise the Project List, Master Street Plan, and Implementation Strategies chapter, as well as specific classifications for select streets in the town center area. The WPTC Plan identifies potential public facility projects needed to serve the anticipated growth in the town center, but does not amend the PFP or CSP. Upon adoption, the WPTC Plan will also make zoning map and zoning code changes to create the new West Portland Multicultural Plan District with regulations that implement the plan's vision and goals.

The WPTC Plan also includes components that do not amend the Comprehensive Plan elements or implementation tools, but will either be enacted separately upon adoption or be implemented at a later date. For example, along with adoption of the WPTC Plan, the City will also execute a memorandum of understanding between ODOT and TriMet to pursue a path of declaring any areas of the Barbur Transit Center not needed for transportation purposes as surplus ODOT property, to enable a transfer of ownership and site control. However, a development agreement will occur at a later date for redeveloping the Barbur Transit Center into an equitable transit-oriented development that maximizes affordable housing co-located with human services and other community desired amenities.

The adopting Ordinance and Resolution for the WPTC Plan clearly identify which plan components are adopted by a particular action. WPTC Plan policies specific to the plan area, land use designation changes, zoning map changes, and zoning code changes are adopted

by Ordinance. The WPTC Plan vision statement, existing conditions, action plans, and other background information are adopted by Resolution.

Other area-specific plans with relevant policies are addressed in Part IV of these findings. To the degree that a particular policy from an area-specific plan adopted prior to May 24, 2018 may conflict, per Policy 1.19.c. this inconsistency is superseded by the more recently adopted comprehensive plan policies. Therefore, the WPTC Plan amendments are consistent with these policies.

## Chapter 2: Community Involvement

**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 considered. 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.

**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.

54. **Finding:** The City Council interprets the Chapter 2 goals and policies as calling for a broad range of meaningful community engagement approaches that complement the legally required public notices and meetings. The public engagement process provided opportunities for all interested parties to comment on and influence the early development

of the WPTC Plan amendments, the PSC's Recommended Draft and the final decision before City Council.

### **Engagement context**

The WPTC area is within the SW Corridor, a Metro designated and prioritized high-capacity transit corridor. Planning and community engagement for the high-capacity transit was ongoing from 2011 to 2020 and thus an important thread of interest and discussion for the community throughout the WPTC Plan process.

The WPTC Plan was in part precipitated by the anticipated light rail line investments in and through the WPTC and the impacts – both positive and negative – that it would bring. As understanding of the potential benefits and burdens of the light rail extension grew, Metro sought grants to work with jurisdictional partners and community based organizations (CBOs) to engage underserved communities in the corridor to find solutions and develop strategies to mitigate for burdens and expand access to the expected economic opportunities. Two efforts were funded by a Federal Transit Administration grant: the SW Corridor Equitable Housing Strategy (EHS), led by Portland and Tigard in 2017-18 and the SW Corridor Equitable Development Strategy (SWEDS) led by Metro in 2017-19.

The WPTC Plan builds on the work, community involvement, collaboration, and understanding that emerged from the EHS and SWEDS processes. These efforts established important relationships and deepened participating agencies' understanding of the need for input, leadership and guidance from communities already working and advocating for underserved communities in the corridor and elsewhere.

Scoping for the WPTC Plan sought to include the fruits of the EHS and SWEDS work and particularly the idea that any planning work should be community based and led as much as possible while centering the needs of underserved communities in the area. Stemming from this, the plan included budget and roles for community based organizations (CBOs) working with SW Corridor communities. Those roles included participating in the process via the community advisory group, guidance on and roles in creating culturally relevant engagement and outreach activities and leading focus group conversations. The three CBOs that worked on the plan were Community Alliance of Tenants (CAT), Unite Oregon (UO) and HAKI Community Organization (HAKI).

During the scoping phase project staff also met with the SW Neighborhood Inc District Coalition's Equity Committee, neighborhood associations, agency partners and individual community members to hear their insights on the upcoming planning effort and engaging the community.

### **Early Involvement**

The WPTC Plan, in collaboration with community trusted CBOs, used a focus on people's lives, particularly under-served populations in the area, in the first "people" phase of conversations and events to understand the issues impacting their day-to-day lives and impediments to health and opportunities. These stories and examples helped shape the plan and subsequent conversations. Events in this phase included an April 2019 community gathering with opportunities to share stories of lived experiences, and facilitated

conversations about aspirations for themselves, their families and the community. A walking tour of the town center area was held in June 2019 to hear about people's experiences in the town center and ideas for improvements.

During this period a Community Advisory Group (CAG) was also convened. The CAG consisted of 12 community members. CAG membership included representatives from the four neighborhood associations within the town center study, disability community, CAT, UO, HAKI, affordable housing development, Tryon Creek Watershed Council, Community Partners for Affordable Housing and Neighborhood House. The CAG met monthly from April 2019 through June 2020 at Markham Elementary School in the town center and on Zoom after March 2020 and the meetings were open to the public.

In the second phase of outreach, events focused on how the "place" aspect of the WPTC intersected with the "people" issues and with the physical realities and aspirations of the town center. In Fall of 2019 engagement events included a community wide scenario building workshop, a parallel East African scenario building focus group, and two focus groups with under-served communities to understand their concerns and priorities. Following integration of the input from the previous fall, in-person and online open houses – including survey questionnaires about the various scenarios - were held in March 2020 to get feedback on the on the resulting draft scenario work.

### **Discussion Draft**

A Discussion Draft of the WPTC Plan was published in October 2020. To support community understanding of the proposal the BPS project website added a robust and accessible StoryMap feature which included information about the issues facing the area, big ideas in the draft plan, maps, infrastructure, implementation tools, decision making process, and ongoing challenges.

Project staff attended virtual community meetings to explain and answer questions about the draft proposal, including the SWNI Land Use Committee and a Neighborhood House hosted forum on the draft plan and building inclusive community in the area. BPS hosted a Somali youth focus group to learn more about their perspectives as well as several virtual general information sessions to share information and answer questions about the plan.

### **Proposed Draft, Planning and Sustainability Commission (PSC) and Design Commission hearings**

The Proposed Draft of the WPTC Plan was published on August 9, 2021. In conjunction with publishing the Proposed Draft, the legally required Measure 56 notices were sent to all affected property owners. Postcard notices, including translated text, were also sent to all addresses in the town center study area with the intent of reaching renters – both residential and commercial – to inform about the plan, the websites, how to provide input to the PSC and how to get involved.

To provide accessible information about the proposed draft, and how to provide input to the PSC, the BPS website project page was updated with information that highlighted the key elements of the proposal and what had changed from the discussion draft phase along with links to all the related documents. In addition, a MapApp page was developed for the

project, including a testimony function for easy access to commenting. The MapApp contained maps and various map layers showing different elements of the proposal and provided the ability to search by property address and learn more about what the proposal could mean for a specific property.

The public was provided opportunities to comment and suggest amendments in front of the PSC and Design Commission. All testimony provided, both verbal and written, is available through the online testimony reader which makes hearings more accessible and the process more transparent. Throughout the testimony period and at its conclusion summaries of the testimony received to date, including issues raised, excerpts of key themes and frequency of mention, were prepared.

Additionally, based on Design Commission feedback, an additional focus group, hosted by HAKI Community Organization was held in December 2021 to explore themes covered in the WPTC Character Statement and hear about their perspective and preferences.

### **Recommended Draft and City Council hearing**

The Recommended Draft of the WPTC Plan was published on August 31, 2022. The project website was updated to reflect information recapping the PSC and DC review and recommendation and any related changes and how to comment during the City Council phase, as well as refreshed plan information and links to relevant documents. The project MapApp website was also updated and continued to include the search by address and testimony functions.

The public was provided opportunities to comment and suggest amendments in front of the City Council. Throughout the testimony period and at its conclusion summaries of the testimony received to date, including issues raised, excerpts of key themes and frequency of mention, were prepared.

Therefore, the WPTC Plan amendments are consistent with these policies.

## **Partners in decision making**

**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.

55. **Finding:** These policies direct the City to maintain partnerships and coordinate community engagement on a programmatic level and is not specific to a particular legislative project. Nevertheless, the partnerships noted in Policy 2.1.a-f and 2.2 were engaged at various stages of the WPTC plan work through interviews, advisory committees, and public meetings or events. The project team conducted on-going communication and responded to requests for additional information from neighborhood associations, coalitions, community-based organizations, under-represented communities as well as individuals among others as evidenced by the range of comments and testimony received. The project team engaged with a breadth of partners to increase participation from these organizations and better reflect the diversity of the people served by them. Therefore, the WPTC Plan amendments are consistent with these policies.

## Environmental justice

**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.

56. **Finding:** For policies 2.3 and 2.4, the 2035 Comprehensive Plan defines “ensure” to mean “to make sure that something will happen or be available”.

Early SW Corridor work used a vulnerability analysis to identify neighborhoods (Census tracts) with higher-than-average shares of people that are vulnerable to economic displacement: communities of color, adults without a four-year college degree and renters. The WPTC area was identified as the most racially diverse and burden vulnerable area in the SW Corridor.

The WPTC Plan promotes and meets these goals in both its process and the resulting Plan by leading with a health and racial equity lens that questioned and examined how economic and health benefits from future investments and improvements to the area could be

available to everyone, how displacement could be prevented or limited, and how under-served communities could particularly leverage the changes into better access to opportunity and prosperity. The Plan centers the voices of communities most affected by the combined impacts of environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities.

The WPTC Plan, in collaboration with trusted community based organizations, used a focus on people’s lives, particularly under-served populations in the area, in the first “people” phase of conversations and events to understand the issues impacting their day-to-day lives and impediments to health and opportunities. These stories and examples then helped shape the plan and subsequent conversations.

Five of the WPTC Plan’s nine Community Goals are in part focused on directly supporting the priorities of those most affected by racial and health disparities. In addition to the Comprehensive Plan’s equitable development policies, these Community Goals serve as the Plan’s compass as it strives to eliminate racial disparities, increase housing options, including affordable housing, reduce displacement, further fair housing and improve socio-economic opportunities in the town center. The Plan also builds on the work of the SW Corridor Equitable Development Strategy (SWEDS, 2019) and the SW Equitable Housing Strategy (EHS, 2018).

The WPTC Plan is designed to address burdens identified by underserved communities and support health and racial equity and improve access to opportunity through regulatory and community development actions including the following:

- Expand areas where additional housing can be developed, including affordable housing, to counter past exclusionary housing and economic practices.
- Design regulatory tools to incentivize retention of existing low-cost housing by limiting redevelopment unless accompanied affordable housing commitments beyond that of Inclusionary Housing Program to support housing stability.
- In core of center, increase zoning entitlements based on the condition of providing public benefits to align with community equity goals and support housing, human service and employment needs.
- Regulations that support creation of some smaller commercial spaces for use by emerging or small businesses in the area to advance new economic opportunities.
- A Multicultural Hub to consist of shops, services, gathering spaces and housing and designed to support health through cultural connection and social cohesion for local immigrant communities, opportunities for small businesses, including BIPOC businesses, and access to human services needed in the area.
- Community development actions that include advancing access to workforce training, small business support and financial literacy, a public health clinic, and including public art reflecting the cultural diversity of the area.

Therefore, the WPTC Plan amendments are consistent with these policies.

## Invest in education and training

**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.

57. **Finding:** While the City Council generally interprets these policies to not apply to specific legislative projects and largely concern broad approaches to educating community members and City staff around capacity building, land use literacy and broadening engagement they are particularly embodied in the WPTC Plan, both the process and resulting plan. As noted in findings for the Comprehensive Plan Guiding Principles and Policies 2.1 and 2.2, the WPTC Plan amendments engaged and developed partnerships with CBOs and underserved communities and supported their initiative, guidance, and capacity building throughout the project. In addition, actions noted in the Plan support and require ongoing relationship with both jurisdictional partners and across community organizations. This work will continue to result in capacity building for underserved communities to be involved in land use and infrastructure decisions and opportunities that impact them. These actions will also continue to broaden the City's understanding of how best to serve and uplift their work and best outcomes. Therefore, the WPTC Plan amendments are consistent with these policies.

## Community assessment

**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.

58. **Finding:** The City Council interprets this policy to create the opportunity for the community and advisory committees to have opportunities to communicate their issues and concerns to the PSC and City Council outside of the formal legislative process. The WPTC Plan amendments are a legislative process with formal opportunities to testify to communicate directly with City Council. Therefore, this policy does not apply.

**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.

**Policy 2.11, Open data.** Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. Where appropriate, encourage publication, accessibility, and wide-spread sharing of data collected and generated by the City.

59. **Finding:** City council finds that Policies 2.9 through 2.11 concern how the City collects and makes available data that supports land use decisions. In this case, the City used an on-line “Map App” database to receive, organize and respond to public testimony on the WPTC Proposed Draft and Recommended Draft. The database was viewable to the public, as well as the PSC and staff, through a web browser. The MapApp was also used to provide property-specific summaries of the WPTC amendments, providing opportunities to visually evaluate the locations affected by the changes. Therefore, the WPTC Plan amendments are consistent with these policies.

## Transparency and accountability

**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.

60. **Finding:** City Council finds that Policies 2.12 through 2.15 provide direction regarding roles, responsibilities, feedback opportunities, and documentation for participants and decision makers. Roles and responsibilities of participants and decision makers were identified in the WPTC Plan Public Involvement Plan. The project scope was developed and solidified during the concept phase of the project and shared in Spring 2019 informational handouts and website content. As described in the findings for Statewide Planning Goal 1 (Citizen Involvement) and Comprehensive Plan Policies 2.1 and 2.2, the legislative process was clearly outlined in notices, documents, the project website and the MapApp. This information included what visual and narrative information about what phase the project was in and how to testify and potentially influence deliberations during the Proposed Draft testimony period and the Recommended Draft testimony period.

Throughout this process, BPS staff contacted, met with, and coordinated with stakeholders to inform them how to engage in the decision-making process, how the process was structured, and additional opportunities to participate when such opportunities existed. Findings on this outreach are included in this document.

During the public review and comment phases of the project, BPS staff presented at various community meetings to inform people of the proposed amendments. All meetings and events were open to the public, considered accessibility and translation needs, and included opportunities for public comment. Volume 1 of the Recommended Draft includes brief summaries of the public engagement activities at each phase of the legislative process. Therefore, the WPTC amendments are consistent with these policies.

## Community involvement program

**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 associated 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.

**Policy 2.23. Adequate funding and human resources.** Provide a level of funding and human resources allocated to the Community Involvement Program sufficient to make community involvement an integral part of the planning, policy, investment and development process.

61. **Finding:** The City Council interprets policies 2.16 through 2.23 to concern the City's Community Involvement Program, including the Community Involvement Committee, and are not applicable because the WPTC Plan amendments do not change this program. Council finds that community members were afforded opportunities to be involved in and inform all phases of the planning process which meet the goals and purposes of the community involvement program and therefore these policies.

## Process design and evaluation

**Policy 2.24. 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 2.25. 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 2.26. 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 2.27. Demographics.** Identify the demographics of potentially affected communities when initiating a planning or investment project.

**Policy 2.28. 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 2.29. 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 2.30. 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 2.31. Innovative engagement methods.** Develop and document innovative methods, tools, and technologies for community involvement processes for plan and investment projects.

**Policy 2.32. 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 2.33. 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 2.34. 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 2.35. 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 2.36. 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 2.37. 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.

62. **Finding:** City Council interprets that policies 2.24 through 2.37 concern how the community involvement program is designed and developed to support planning and investment projects. The community involvement process conducted in support of the WPTC Plan amendments engaged a broad range of stakeholders, including but not limited renters, low-income and BIPOC communities in the area. The project's Public Involvement Plan identified groups who have a stake in the future of WPTC and included equity considerations in identifying impacted populations, which guided the projects public outreach approach.

The amendments were also informed early in the process by engaging affected and interested people through project open houses and community events as well as focused conversations with development professionals and affordable housing providers. The initial phases of project involved community members in identifying issues that needed to be addressed. The amendments were also informed by analysis of demographics and development trends.

Staff engaged with residents and businesses in the area through direct notification, replying to email and phone calls, as well as through community meeting opportunities and electronic project news updates, which also reached an array of broader stakeholders.

In support of the various stages of the project, the BPS website had a project page with the available documents and a Map App page with a testimony function.

Project staff worked with CBOs connected to underserved communities in the town center area to design engagement processes and areas of discussion that were relevant and accessible. Staff also deployed an array of engagement methods, including a MapApp (online interactive web-based map application) page with a testimony function; a dedicated help phone line; and several engagement formats including online open houses. Staff added a regular "e-update" mailing to interested parties which provided enhanced two-way communication between staff and the public to provide frequently requested information or responses, and timely updates. Additionally, BPS staff met with specific advocacy and interest groups, and district coalitions as resources allowed.

In accordance with city guidelines in response to the COVID-19 pandemic, all project public events hosted by the city after March 2020 were held virtually and accommodated people with disabilities.

A number of people testified at both the PSC and City Council public hearings, which resulted in further amendments to the final amendments.

## Information design and development

**Policy 2.38. Accommodation.** Ensure accommodations to let individuals with disabilities participate in administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

**Policy 2.39. 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 2.40. 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 2.41. 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.

63. **Finding:** Consistent with Policies 2.38 through 2.41 and BPS community involvement practices, meetings, open house events, and all public meetings, described in more detail in the findings for Statewide Goal 1 and Comprehensive Plan policies 2.1 and 2.2, were held to accommodate people with disabilities, noticed with sufficient lead time, and information on the plan was provided to meeting participants as well as online. On April 15, 2020, Governor Brown issued Executive Order No. 20-16 due to the COVID-19 pandemic requiring local governments to conduct public meetings by telephone, video, or other electronic means whenever possible. In order to move forward with city operations, the directive laid out instructions to conduct business virtually during this time. The City conducted all public meetings virtually since the start of the pandemic. As part of staff's on-going project communications, an email contact list was maintained with over 200 addresses. Emails were sent on a roughly quarterly basis beginning at the discussion draft phase, or as updated information was available.

The City mailed the required Measure 56 notice in August 2021 to all owners of property within the proposed town center boundary that would be affected in any way by the proposed amendments, and to property owners affected by the proposed amendments to Self-Service Storage regulations, when it published the Proposed Draft prior to the September 14, 2021 PSC hearing. During the City Council hearing, testimony was received from one household that they and properties in the blocks bounded by SW Alice, SW Galeburn, SW 40<sup>th</sup> and SW 43rd did not receive notice of this proposal. Upon review, the Measure 56 mailing list contains the addresses for this household's property as well as all the



properties in these blocks, indicating that they should have received notice about changes proposed for these properties as part of the Proposed Draft in August 2021. The City also sent a legislative notice to interested parties, including neighborhood associations, business associations, and other affected jurisdictions, that have requested notice of proposed land use changes.

The City also sent a legislative notice on September 22, 2022 to interested parties, and others that submitted testimony or participated in the PSC hearings to inform them of the opportunity to testify at the October 12, 2022 City Council public hearing.

## Chapter 3: Urban Form

**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.

64. **Finding:** This goal calls for a built environment that supports the ability of Portlanders to meet their needs, including but not limited to needs for housing, employment, commercial and community services, education, and access to recreation and open space. WPTC Plan policies, goals and actions comprehensively meet these needs, including public investment actions that will reduce disparities and encourage social interaction to create a healthy and connected city. Specifically, the creation of the WPTC Multicultural Plan District will help promote the creation of inclusive places and spaces, including indoor and outdoor community gathering spaces for cross cultural events, through design guidance and regulatory standards. Plan amendments requiring affordable commercial spaces as part of larger commercial developments and provisions for shared marketplaces will foster opportunities for smaller BIPOC and immigrant owned businesses, ensuring all communities in the Town Center to are able to thrive. Additionally, the WPTC Plan identifies improvements within the West Portland Town Center to improve connections within and to the town center, as well as transit services, parks, natural areas, recreation, and trails planning and investments, and bicycle and pedestrian improvements that will enhance low cost or free transportation and recreation opportunities and create a healthier environment.

Regulations for new development, and redevelopment, within the town center will expand the range of housing choices available by expanding multi-dwelling zoning in an area where single-dwelling zoning is predominant and where housing choices are limited, and also expands housing options by incentivizing affordable options and more accessible units through development bonuses. The WPTC amendments foster new development that will help to reduce disparities through expansion of inclusionary housing provisions, associated with the Plan's expansion of multi-dwelling and mixed-use zoning, and through provisions that prioritize the provision of affordable units as the means for projects to achieve larger development scale. The WPTC amendments expansion of multi-dwelling housing opportunities in the town center will also allow more people, including lower-income households, to live close to the commercial and community services of the town center, as well as to the area's transit options and its educational and recreational resources.

Overall, the plan's provisions foster and promote health and social interaction through new development standards that increase requirements for outdoor space, including requirements for large sites to include common areas to support opportunities for recreation, social interaction, and growing food, and by expanding housing options in areas where residents will be close enough to walk, bicycle, or use mobility devices to access the area's services and destinations.

Therefore, this goal is met.

**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.

65. **Finding:** The WPTC Plan’s expansion of multi-dwelling and mixed-use zoning, strengthened minimum density standards, requirements of the commercial and residential corridor standards, design standards for RM1 and RM2 zones, and urban green feature requirements, in combination with the application of the Citywide Design Guidelines and a WPTC Character statement, will ensure that future development within the WPTC effectively responds to the need for a more compact urban form supported by sustainable development practices. Tree planting requirements along major corridors like SW Barbur Blvd and Capitol Hwy, in combination with the allowance to transfer FAR in exchange for preserving large trees, will help retain tree canopy over time, supporting stormwater management and mitigating heat island effects in the area. Additionally, the Plan’s objectives and relevant actions related to active transportation system improvements, in combination with green infrastructure improvements such as plans for the Green Ring and Green Scapes, will support the creation of a more robust network for pedestrians and cyclists, allowing the reduction of carbon emissions over time.

Finally, although funding for light rail on SW Barbur Blvd has been delayed, the plan supports the development of a broader active transportation system with a detailed growth strategy that is coordinated with future infrastructure improvements, preparing the area for future growth when this system does come. The strategy, split into two phases, uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades. Therefore, this goal is met.

**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.

66. **Finding:** Goals 3.C and 3.D call for focusing growth within an interconnected system of centers, corridors, and transit station areas. The WPTC Plan supports these goals as it focuses growth and improvements within the West Portland Town Center, which also includes the Barbur Transit Center Station area, and includes the crossroads of SW Barbur Blvd (Civic Corridor) and SW Capitol Hwy (Neighborhood Corridor). The proposed amendments focus growth within the town center and support a diversity of housing options through expansion of multi-dwelling and mixed-use zoning, with an emphasis on areas closest to the Barbur Transit Center, allowing for an increase in scale and intensity of compact urban development along or near the area’s major corridors. The WPTC Plan amendments also strive to enhance

and improve multimodal transportation options in and around the town center through actions calling for improved transit service and bicycle and pedestrian facilities. The Plan also supports improving access to a range of services in the town center through regulatory standards that prioritize ground-floor commercial uses and grocery stores, through bonuses for daycares and community service uses, and through improved access and expanded options for housing close to parks, natural areas, and schools. Actions 1-17 under Goal 1B in Vision 1 of the plan support these goals by supporting the funding and creation of a multi-modal and multi-ability circulation system across the town center. Related to Goal 3.C, the WPTC amendments limit expansion of multi-dwelling and mixed-use zoning to within the town center, allowing for the relative stability of single-family residential areas surrounding the town center. WPTC amendments and actions are therefore consistent with and support Goal 3.C. and 3.D.

**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.

67. **Finding:** The WPTC includes a number of components that are consistent with this policy by contributing to more connected open spaces and public realm. Plan actions include making improvements to the public realm along SW Barbur Blvd to include more green elements and pedestrian amenities, and call for updating the Barbur Transit Center to include a vibrant Multicultural Hub with spaces and amenities that support and foster the interaction of the center's various cultural communities. The Plan's actions include a system of safe pedestrian and bicycle connections that will extend from this commercial mixed-use center to the area's various parks and natural areas, as well as to civic landmarks such as Markham Elementary School. Actions 4 and 6 of Goal 1B support this vision with (1) West Portland Right of Way Design Standards that will guide public and private investment in the right of way and that include green scaped enhanced streets; and (2) a proposed Green Ring framework to improve access to active transportation and provide recreation and health functions by linking parks and open spaces. The application of the Citywide Design Guidelines with a WPTC Character Statement will improve building development so that it responds to its location along a major corridor or main street, connecting people from the neighborhood to the Barbur Transit Center and Multi-Cultural Hub.

Additionally, Plan actions to improve access to recreation facilities, such as parks, schools and natural areas, will provide more opportunities for all communities to access the area's amenities and natural resources. The elaborate network of West Portland bicycle and pedestrian facilities, natural areas and open spaces, and recreation facilities, together with zoning code standards incorporating green elements as part of development, will improve air, water, land quality, and environmental health. Therefore, the WPTC amendments are consistent with this policy.

**GOAL 3.F: Employment districts.** Portland supports job growth in a variety of employment districts to maintain a diverse economy.

68. **Finding:** Although the WPTC Plan impacts a commercial employment area, as designated by the Comprehensive Plan, it is not in an employment district, which this goal refers to. Therefore, this goal does not apply.

**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.

69. **Finding:** The WPTC Plan includes new requirements for development to provide outdoor spaces, shared common areas, green roof standards, landscaped front setback, and rear setback standards that will create opportunities for more landscaping and trees that will support this goal. The amendments also promote preserving existing large trees by allowing development rights to be transferred to other sites in exchange for tree preservation. In addition, the WPTC Plan does not propose changes to existing environmental overlays or related regulations and thus will continue to support protection of existing natural areas. Therefore, the WPTC amendments are consistent with this policy.

## 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.

70. **Finding:** The Urban Design Framework (UDF) provides guidance on Portland's evolving built and natural form, including the centers and corridors where growth is focused. The WPTC Plan is consistent with this policy in a number of ways, including at a fundamental level using the UDF as a guide to reinforce the role of the West Portland Town Center as a designated town center, where growth and services are concentrated. The WPTC Plan's actions also support the creation of the town center as an inclusive and enduring place that is both accessible and welcoming to people from a range of income levels and cultural communities, and that can provide a variety of services to support complete neighborhoods.

The UDF, as indicated in Comprehensive Plan Figure 3-1, provides a diagrammatic guide to the locations of centers, corridors, city greenways, urban habitat corridors, and pattern areas. The WPTC Plan policies, goals and actions are consistent with this policy and the UDF as they work to implement the UDF's designations by including design features consistent with the Western Pattern Area, and retaining or establishing the following elements identified in the UDF: SW Barbur Boulevard as a Civic Corridor, SW Capitol Hwy as a Neighborhood Corridor, a transit station area, employment area, two urban habitat corridors, parks, natural areas, open spaces, and trails. These UDF concepts guided plan development, including the Plan's implementation approaches and actions. This includes the Plan's proposal to expand the boundary of the existing West Portland Town Center area. Increasing the size of the center allows for greater concentrations of housing, specifically mixed-use and multi-dwelling housing, which is consistent with intent of town centers as places where growth is focused and will provide opportunities for additional housing that can help support commercial services and amenities in this center.

Application of the Design 'd' Overlay within this town center's expanded mixed-use and high-density residential areas will meet this policy since the framework of the overlay is guided by the UDF and shapes its processes and tools intended to guide growth in Portland's centers and corridors. This includes references to the UDFs breakdown of Portland into four distinct layers: pattern areas, centers, corridors and transit stations. Further, Guideline 01 of the Citywide Design Guidelines uses the UDF as a measure of determining the character, local identity, and aspiration of a place where a development is being proposed. The Citywide Design Guidelines and WPTC Character Statement provides local context on how development should occur along SW Barbur Blvd, SW Capitol Hwy and within the Barbur Transit Center and Multicultural Hub. In addition, the objective design standards promote site and building designs to align with the Citywide Design Guidelines and the UDF. Lastly, many of the guidelines and standards encourage development to both provide welcoming public spaces and measures to ensure the development is enduring and resilient.

Therefore, the WPTC amendments are consistent with this policy.

**Policy 3.2. Growth and stability.** Direct most growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland's residential neighborhoods.

71. **Finding:** The WPTC Plan is consistent with this policy as it directs growth to the West Portland Town Center, including along the center's two major corridors, SW Barbur Blvd and SW Capitol Hwy, and around the Barbur Transit Center. The Plan supports this through Comprehensive Plan Map and Zoning Map amendments that expand multi-dwelling and mixed use zoning within the town center, which is estimated to increase housing capacity by roughly 3,500 units and provides opportunities for 3,000 additional jobs. The Plan's larger scale growth is focused primarily around the center's core area and along its major corridors, while smaller-scale zoning is located toward the center's edges, providing a transition to surrounding lower-scale residential areas. Additionally, the majority of the new multi-dwelling zoning outside the core of the center is RM1, which is a low-rise multi-dwelling zone with development standards that maintain the characteristics of residential areas where single-family houses are predominant, while also helping to provide more opportunities for housing. These changes will support the growth of a more robust commercial and mixed-use center, with access to services and amenities, while providing a transition to less dense development, keeping within the scale and characteristics of Portland's residential neighborhoods. Therefore, the WPTC amendments are consistent with this policy.

**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.

72. **Finding:** One of the ways to reduce disparities and produce positive outcomes for all Portlanders, is to increase housing stability by creating more opportunities for preserving and creating affordable housing, and by provide a range of housing options for different types of households. The WPTC Plan changes includes several significant incentives for affordable housing. Some of these incentives proposed within the new WPTC plan district

include: 1) regulations designed to encourage retention of market-rate apartment buildings serving low-income households unless they redevelop with regulated affordable housing; 2) expanding multi-dwelling and mixed-use zoning to provide opportunities for a broader range of housing types that are more affordable than the single-dwelling housing that predominates in the area, allowing a broader range of households to afford to live in the area; 3) through expanding where inclusionary housing requirements will apply and prioritizing inclusionary housing as the means for new development to achieve greater scale; 4) through actions calling for execution of a development agreement for developing the Barbur Transit Center to maximize production of affordable housing co-located with human services and other community desired amenities; and 5) by allowing the transfer of unused development capacity in exchange for preserving the affordability of existing low-cost housing to limiting displacement of low-income residents. In so doing, the WPTC amendments provide more housing attainable to a broader segment of the town center's population, reducing the wide disparity of housing available between income strata and can contribute to mitigating residential displacement.

This policy is also supported by the WPTC Plan's implementation approaches to provide more equitable access to services and economic opportunity. Analysis undertaken as part of the WPTC Plan process indicated that a large portion of the area's households of color and low-income households live in older apartments in the West Portland Park neighborhood south of Barbur Boulevard. Besides implementation measure to preserve this existing low-cost housing, the WPTC Plan supports improving access to economic opportunity for the area's communities of color through the designation of employment focus areas with regulations that prioritize employment uses, requirements for affordable commercial space as part of new large commercial developments, and provisions that prioritize creating a shared market place for small vendors in the town center's Multicultural Hub. The WPTC Plan's design concepts support equitable access for the area's lower-income residents and others through actions calling for improve active transportation access to the Barbur Transit Center and through improved bicycle and pedestrian connections connecting to area services, parks, and quality schools.

Therefore, the WPTC Plan is consistent with this policy.

**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.

73. **Finding:** The greatest risk of negative impacts from the WPTC Plan is displacement due to the redevelopment of existing housing units and increased pressure on housing costs that could result from potential development of future light rail infrastructure on SW Barbur Blvd, with existing low-cost units occupied by under-served and under-represented communities especially at risk. To respond to this risk, the plan includes a variety of policies, goals and actions which lay out how City and community partners will use targeted land use strategies and citywide affordable housing programs to work with private landlords, tenants, community organizations and developers to promote cultural inclusivity. This includes WPTC Policy 13, which speaks to using the public investments in transportation improvements such

as new high-capacity transit service to mitigate the impacts of displacement pressures through provision of publicly owned land for affordable housing. This policy is further supported by actions in Goal 2A which focuses on preventing residential and cultural displacement of households historically excluded from economic opportunities and communities of color. Analysis and community conversations undertaken as part the WPTC Plan process indicated that a large portion of the area's households of color and low-income households live in older apartments in the West Portland Park neighborhood and in other nearby older apartment complexes. These older apartment buildings provide affordable housing options for the area's many East African and other immigrant communities, but are unregulated and could be vulnerable to redevelopment pressures that would accompany the possible light rail alignment, or to other changes related to increased housing costs and redevelopment pressures in the area. To limit displacement and provide housing stability for the area's communities of color, the WPTC Plan prioritizes the preservation of these existing low-cost apartment buildings by not allowing new development to be larger than the existing housing to reduce incentives for redevelopment. The WPTC Plan also provides incentives for the preservation of this existing unregulated affordable housing, such as through allowances for unused development potential to be transferred or sold to other properties in exchange for keeping units affordable (at a level affordable to households earning no more than 60 percent of median household income). Therefore, the WPTC Plan is consistent with this policy.

**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.

74. **Finding:** The WPTC Plan includes actions and other elements that call for improvements to public facilities in the town center area, which has significant gaps in sidewalks, safe crossings, bicycle facilities and stormwater facilities. Improving deficiencies in public facilities in the West Portland Town Center addresses disparities and equity, as the area has Southwest Portland's most substantial populations of communities of color and people living in poverty, with nearly 30 percent of the West Portland Park portion of the area being people of color and 18 percent living in poverty. Significant outreach was done in partnership with community-based organizations that work with communities of color and lower-income resident in order to identify approaches that will not only reduce disparities but help mitigate displacement and increases investments in housing once the facilities are improved. Among the most significant of the Plan's elements is planned development of the Barbur Transit Center, a publicly owned site, to maximize the production of affordable housing co-located with human services and other community desired amenities (Goal 1A, Action 6). This is accompanied by subsequent actions in Goals 2a, 2b and 2c which require the inclusion of community members to help create a cultural center or Multicultural Hub, providing opportunities to foster equitable access to cultural amenities and economic opportunity. Also, the WPTC Plan regulatory amendments include a number of approach to avoid displacement and create more affordable housing including: 1) Subdistrict D regulations that encourage the preservation of existing low-cost housing by limiting redevelopment potential and providing options for transfers of development rights in



exchange for preserving housing affordability; 2) expansion of where inclusionary housing provisions apply through expanded mapping of multi-dwelling and mixed-use zoning; 3) regulations that prioritize inclusionary housing – and therefore the provision of affordable housing units – as the means by which development can achieve greater development scale; and 4) provisions that provide additional bonus scale for inclusionary housing projects on large sites in multi-dwelling zones. Therefore, the WPTC amendments are consistent with this policy.

**3.3.c.** Encourage use of plans, agreements, incentives, and other tools to promote equitable outcomes from development projects that benefit from public financial assistance.

75. **Finding:** The City Council finds that the use of various tools to promote equitable outcomes specifically for projects that benefit from public financial assistance is a programmatic response, and not a regulatory response to be included in the Zoning Code. The WPTC amendments address equitable outcomes and housing affordability in a different way through expansion of where inclusionary housing requirements apply and through bonuses for affordable housing, affordable commercial space, and for daycares and community service uses.

**3.3.d.** Incorporate requirements into the Zoning Code to provide public and community benefits as a condition of development projects to receive increased development allowances.

76. **Finding:** All of the development bonuses link receiving additional development scale to the provision of community benefits, specifically affordable housing, affordable commercial space, and the inclusion of daycares and community service uses. The City Council interprets community benefits to include outcomes that provide affordable housing, an outcome which meets important community needs identified in the Comprehensive Plan, and that provide services and opportunities needed by the community, such as daycares and affordable commercial space. The development bonuses provided by the WTPC Plan and through the expansion of multi-dwelling and mixed use zoning include: 1) broader applicability of inclusionary housing requirements and bonuses for projects providing affordable units; 2) an affordable housing preservation bonus which allows up to 10 feet of additional building height on sites in commercial/mixed use zones that receive a transfer of FAR from a site where existing affordable housing is being preserved; 3) a deeper housing affordability bonus for projects in which at least half of units are affordable at 60 percent of area median income; 4) a bonus for moderate-income three-bedroom units; 5) requirements and a bonus for affordable commercial space; and 6) a bonus for development that provides a daycare or community service use. Therefore, the WPTC Plan is consistent with this policy.

**3.3.e.** When private property value is increased by public plans and investments, require development to address or mitigate displacement impacts and impacts on housing affordability, in ways that are related and roughly proportional to these impacts.

77. **Finding:** The WPTC Plan amendments are consistent with this policy by avoiding upzoning within the mixed-use zones, located within the town center's core areas intended for the most intense development. The value of allowances for greater development scale is

captured by only allowing additional development scale in conjunction with the provision of affordable housing and community benefits. Previous town center and station area plans, such as for the Hollywood Town Center and North Interstate, typically upzoned to larger scale zones such as CM3/EX. Instead, the WPTC Plan amendments address this policy by primarily retaining the existing lower-scale CM2 mixed-use zoning, but allow projects to obtain greater scale only by first providing affordable housing through inclusionary housing bonuses, and then secondarily through other development bonuses that provide community benefits, such as through bonuses for affordable commercial space, daycares, and community service uses. Additional scale is also provided by projects that receive transfers of development rights from sites that are preserving the affordability of existing housing, thereby providing another linkage between achieving greater development scale and mitigating displacement impacts or providing affordable housing. An exception to this approach is upzoning to CM3 within the plan district's Employment Focus Area, which prohibits residential uses, to prioritize uses that provide jobs, while limiting increases in property values. In other areas, upzoning from single-dwelling zoning to RM1 and RM2 multi-dwelling zoning is accompanied by the expansion of inclusionary zoning requirements for the provision of affordable units, mitigating impacts to housing affordability by providing requirements and incentives for affordable housing. The City Council interprets linking mixed-use zone allowances for additional scale to the provision of affordable housing units through inclusionary housing, and the expansion of inclusionary housing requirements to residential areas receiving multi-dwelling zoning as appropriate mitigation for the value provided by the additional development allowances. In addition, the City has other existing mechanisms, such as the construction excise tax dedicated to affordable housing, that helps to mitigate displacement impacts.

**3.3.f.** Coordinate housing, economic development, and public facility plans and investments to create an integrated community development approach to restore communities impacted by past decisions.

**78. Finding:** The WPTC Plan was informed by and has policies that link to the SW Corridor Equitable Housing Strategy, which includes actions to prevent displacement corridor wide associated with the potential future light rail alignment. Actions within the WPTC Plan, particularly those within Goal 2A, include the proposal to utilize targeted land use strategies and citywide affordable housing programs in an effort to mitigate these displacement impacts particularly on housing affordability. This includes a WPTC action to prioritize funding for housing development providers with demonstrated experience in serving culturally specific populations when they seek to acquire and preserve market rate apartments serving low-income households (Action 4), and includes actions intended to mitigate displacement impacts, particularly impacts on housing affordability.

Additional actions, such as those within Goal 2D, were created as part of an integrated community development approach, to ensure that there was an increase in capacity for under-represented groups to have more involvement in issues that affect them. Action 3 under this goal calls for the coordination of several City agencies (SWEC, BPS, Prosper and PHB) to help host a land use and real estate development leadership cohort in Southwest

Portland for low-income residents and leaders from BIPOC communities. Therefore, the WPTC Plan is consistent with this policy.

**3.3.g.** Encourage developers to engage directly with a broad range of impacted communities to identify potential impacts to private development projects, develop mitigation measures, and provide community benefits to address adverse impacts.

79. **Finding:** The verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. The Neighborhood Contact requirements encourage dialogue between developers and impacted communities, which can include discussion of impacts, mitigation and community benefits. Additional measures have been taken within this plan to adopt plan district regulations for neighborhood contact, requiring notice of development to be sent to the Southwest Equity Coalition (SWEC) in addition to the longstanding requirement for neighborhood associations (Goal 2D, Action 2). Therefore, the WPTC Plan is consistent with this policy.

**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.

80. **Finding:** The City Council interprets this policy to be focused on creating a supportive built environment for people of all ages and abilities, including children, the elderly, and people with disabilities. Plan improvements to bicycle and pedestrian facilities and trails and transit services will increase opportunities for affordable and physically-accessible connections to jobs, attractions and parks and natural areas. Interim improvements to the Crossroads area will provide pedestrian facilities and safety improvements for all modes, creating a safer environment for people of all ages and abilities (Project #2, TSP Project List). Plan actions call for coordination with BIPOC residents and immigrants to design public spaces to be welcoming, inclusive and safe from discrimination, including public right of way projects.

The WPTC Plan’s Goal 1B and its action are consistent with this policy, prioritizing creation of a circulation system that provides access for all ages and abilities, stating: “Fund and build a multi-modal and multi-ability circulation system across the town center area that is safe, comfortable, and accessible for meeting daily needs.” Accessibility for all ages and abilities is also supported by the WPTC Plan’s expanded multi-dwelling zoning, which provides incentives for physically-accessible units that offer more housing options and remove access barriers for people with disabilities or mobility limitations. Furthermore, the expanded multi-dwelling zoning and its accessibility provisions facilitate physically-accessible housing close to the town center’s services and transit. An accessible built environment is also promoted by the town center’s mixed-use zoning, as multi-level buildings in such zones often include elevators and accessible or adaptable units.

This policy is also supported by the Plan’s application of the Design ‘d’ Overlay within the Town Center. New development on these sites would be required to meet the Citywide Design Guidelines, particularly Guideline 07, which focuses on guiding development to support the comfort, safety and dignity of residents, workers and visitors through thoughtful site and building design. This includes ensuring that pedestrian circulation is universally

designed for all ages and abilities should link the public realm, building entries, parking, and open areas throughout. Additional guidance with the WPTC Character Statement includes more direction, requesting that the creation of public spaces feature age and family friendly amenities as specified by the community. Therefore, the WPTC Plan is consistent with this policy.

**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.

81. **Finding:** Consistent with the objectives of Policies 3.5 – 3.8, the WPTC Plan promotes sustainable development and transportation, protecting and enhancing environmental quality and incorporating green infrastructure. The Plan supports efficient use of land in coordination with transportation access by expanding multi-dwelling and mixed-use zoning within the West Portland Town Center, which includes the transit hub functions of the Barbur Transit Center and supports the ability for more people to live within walking distance of the town center's services and amenities. The Plan contains new zoning requirements, which apply in commercial areas (Subdistricts A and B) and require the inclusion of green, climate resilient elements in the urban environment, encouraging new development to include features that respond to and enhance the area's natural features. Additionally, new development on sites along the I-5 freeway are required to provide a buffered area planted with large evergreen trees to help minimize noise and visual impacts. This standard, in addition to others such as the deep rear setback requirement for residential corridors, promotes the redevelopment and intensification of scarce urban land within the town center, while also integrating nature to protect health and environmental quality. All development in the WPTC will continue to be required to meet the City's stormwater management requirements to ensure that development is served by well-functioning, effective infrastructure, including green infrastructure, where practicable. The plan also proposes improvements to transit services and improvements to and expansion of active transportation facilities. Together, WPTC Plan is consistent with policies 3.5 – 3.8.

**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 attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts.

**82. Finding:** The City of Portland is planning for growth and development, especially in centers and corridors such as the West Portland Town Center. The WPTC Plan includes amendments that allow for additional growth in the town center, together with actions for future infrastructure investments that build upon existing public facilities and services. These plans and investments will have an impact on residents. As discussed in the findings for policies 3.3 and 3.4, there are many elements of the WPTC Plan which aim to mitigate the displacement and affordability impacts of the Plan.

The WPTC plan also investigated existing conditions and their impacts on the health of the area's most vulnerable communities, highlighting the consequences of not making any planning or investment decisions within the Town Center. The "West Portland Health Equity Assessment" was conducted to take a broader look at these impacts, examining the determinants of health of the areas existing social and physical environment. Focused in West Portland Park, the most racially and economically diverse neighborhood in southwest Portland, the study identified five barriers to community an environmental health, including displacement. It found that due to the current social and physical conditions within the center, residents in this neighborhood had a life expectancy five years less than other parts of the town center as well as declining income, 50 percent of which was typically spent on housing costs, leaving less money for essential food and healthcare needs. This assessment helped frame community feedback on existing conditions, highlighting new connections between issues and potential solutions, culminating into two interconnected and guiding visions. These visions helped identify for issue-specific goals and ideas for community development strategies, infrastructure improvements, and land use regulations to improve the health of this community. To limit displacement and provide housing stability for the area's communities of color, the WPTC Plan prioritizes the preservation of existing low-cost apartment buildings by not allowing new development to be larger than the existing housing to reduce incentives for redevelopment. The WPTC Plan also provides incentives for the preservation of this existing unregulated affordable housing, such as through allowances for unused development potential to be transferred or sold to other properties in exchange for keeping units affordable (at a level affordable to households earning no more than 60 percent of median household income).

Additionally, WPTC Plan actions calling for a Green Ring network and other improvements to enhance access to parks, recreation, natural areas, bicycle and pedestrian facilities and transit services, will make this area more accessible, providing affordable transportation and culturally-appropriate spaces to under-represented and under-served communities within and outside of the WPTC project area. Therefore, the WPTC Plan is consistent with this policy.

**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.

83. **Finding:** The WPTC Plan does not affect rural land outside the UGB. Therefore, this policy does not apply.

**Policy 3.11. 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

84. **Finding:** The WPTC Plan includes elements that enhance and celebrate the significant places of the town center with symbolic features that reinforce the local multi-cultural identity and contribute to wayfinding throughout the town center.

The plan recognizes the importance of the existing multicultural community, and the schools, parks, mosques and library that support it. It proposes, as part of its policies under Vision 2, to use land use regulations and public resources to support development of a Multicultural Hub with culturally relevant services, affordable housing, human services, and businesses to complement the area's multicultural identity and meet resident's diverse needs. It also includes a proposal to redevelop the local Capitol Hill Library, which includes concepts for a multi-cultural center, community space and a plan to co-locate housing on site that is affordable to low-income households (Action 7, Goal 1a).

Other portions of the WPTC Plan call on new development to respond to and enhance the topographic, natural and scenic attributes of this area. This includes a requirement that the Barbur Transit Center redevelopment plans account for a publicly accessible viewpoint of Mt. Hood (Action 4, Goal 1d).

Recognition of these significant places within the town center is further strengthened by the application of the Citywide Design Guidelines, particularly Guideline 01 and 02 which require new development to build on the character, and local identity of a place, and also create positive relationships with its surrounding context. Additionally, the WPTC Character Statement provides specific guidance for future development on how community regards its special cultural and natural features. Therefore, the WPTC Plan is consistent with this policy.

## Centers

**Policy 3.12. 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 3.13. Variety of centers.** Plan for a range of centers across the city to enhance local, equitable access to services, and expand housing opportunities.

**Policy 3.14. 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 3.15. 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 3.16. 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 3.17. 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 3.18. 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 3.19. 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 3.20. Green infrastructure in centers.** Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.

85. **Finding:** Policies 3.12 through 3.20 provide guidance on the desired characteristics and functions of centers. The WPTC Plan focuses on changes within the West Portland Town Center, and is centered on the intersection of SW Capitol Highway, Taylors Ferry Road, and SW Barbur Blvd, or the “crossroads”. The town center stretches north to SW Dolph Court and south to SW Pomona and west to seat from SW 52<sup>nd</sup> to 30<sup>th</sup> Avenue. The West Portland area was a designated a town center by Metro in the 1990s and the City affirmed this designation in the 2035 Comprehensive Plan.

As the population of Southwest Portland continues to grow, the town center will require a greater housing capacity. Currently, 60 percent of land zoned for residential use in the West Portland Town Center study area is zoned single dwelling. The existing mixed-use and multi-dwelling zoning along Barbur Boulevard covers a narrow corridor that does not provide a transition to low-density zoning. The WPTC Plan addresses the imbalance of single-dwelling and multi-dwelling zoning by expanding multi-dwelling zoning to allow for enough new residents to support a full-service business district and the range of housing types and costs that give meaningful choices for a variety of economically diverse households. Analysis of the expanded multi-dwelling and mixed use zoning estimates an increase in housing capacity of 3,500 units, most located within a half-mile of the town center core and providing potential for a customer base that can support a business district with a wide-

range of commercial services. Therefore, the plan enhances the center as an anchor of a complete neighborhood.

The WPTC Plan encourages the use of public and private investments through its varied goals and actions. These investments build on community services already present in the area that support its function as a town center, including a library, quality schools, and the nearby Portland Community College Sylvania Campus. The Plan's actions call for future investments in both the physical and social infrastructure of the town center. For example, actions under Goal 1B support the investment in improving the center's infrastructure, including an action to develop and adopt the West Portland Right of Way Design Standards to guide public and private investment in the right of way (Goal 1b, Action 4). Other Actions, such as those under Goal 1A and Goal 2A provide guidance on how public and private dollars could aid in meeting the SW Equitable Housing Strategy goals and policies. For example, Action 6 under Goal 2A encourages investment in local cultural organizations to boost and support anti-displacement services. Additional actions in the plan further encourage the placement of government services within the center, including placing development incentives in code for daycares, community services and meeting spaces within the West Portland Multicultural Plan District.

The Plan incorporates policies which support the inclusion and preservation of existing art and culture within the town center. Action 3 under Goal 2B encourages the consultation of local residents and immigrant artists to incorporate culturally-based art into public spaces, as well as community-centered art and culture into development. This is especially encouraged within the newly proposed Multi-Cultural Hub and Barbur Transit Center redevelopment. This is further supported by the Citywide Design Guidelines, specifically Guidelines 01 and 05, which encourage the use of art as a way to create a interesting focal point within a development, while simultaneously connecting it to the local community's identity, history and cultural values.

Also, the WPTC Plan proposes policies, goals and actions which will improve connections within the center, as well as to other destinations within the Portland area. These improvements to the circulation network are multi-layered and include infrastructure improvements along Barbur Blvd (including sidewalk and bikeway improvements) as well as updated or new 1-5 pedestrian crossings behind the Barbur Transit Center and near SW Luradel Street (Goal 1B).

Finally, two elements of the plan that include proposals to incorporate nature and green infrastructure into the center are the Green Ring and Green Scapes. The Green Ring concept proposes to create an accessible all-user route around the town center, providing connections to public views and the surrounding natural features. The Green Scapes will complement portions of this element with vegetation and green design features along key sections of main streets, supporting an inviting, people friendly environment. The WPTC Character Statement, as part of the Citywide Design Guidelines, provides additional guidance and support for these elements by encouraging development to place active uses along the Green Ring, and the use of plazas or green design features to buffer pedestrians from traffic adjacent to the Green Scapes.



Collectively, these components of the WPTC Plan support the objectives of Policies 3.12 – 3.20.

## Central City

**Policy 3.21. 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 3.22. 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 3.23. 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 3.24. 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.

**Policy 3.25. 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 3.26. 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.

86. **Finding:** Policies 3.21-3.26 provide guidance on the key attributes and infrastructure of the Central City. The West Portland Town Center Project Plan updates guidance for investment in infrastructure and development within the West Portland Town Center. This geographic area is not within the Central City. These policies do not apply.

## Gateway Regional Center

**Policy 3.27 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 3.28 Housing.** Encourage housing in Gateway, to create East Portland’s largest concentration of high-density housing.

**Policy 3.29 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 3.30 Public places.** Enhance the public realm and public places in Gateway to provide a vibrant and attractive setting for business and social activity that serves East Portland residents and the region.

87. **Finding:** Policies 3.27 through 3.30 provide direction on the desired characteristics and functions of the Gateway Regional Center. The West Portland Town Center Project Plan

updates guidance for investment in infrastructure and development within the West Portland Town Center. This geographic area is not in or near the Gateway Regional Center Area. These policies do not apply.

## Town Centers

**Policy 3.31 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 3.32 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 capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.

**Policy 3.33 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 3.34 Public places.** Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.

88. **Finding:** Policies 3.31 through 3.34 provide direction on the desired characteristics and functions of the town centers. The WPTC Plan focuses on changes within the West Portland Town Center to support its role as a town center. The West Portland area was a designated town center by Metro in the 1990s and the City affirmed this designation in the 2035 Comprehensive Plan.

The WPTC Plan supports the town center's role as a place with concentrations of commercial and community services by expanding mixed-use zoning and including requirement for ground-floor active uses, such as retail and other commercial uses, along key commercial streets, as well as by providing development bonuses for projects that include daycares or community service uses. The town center's role as a place with concentrations of jobs is supported by the designation of an Employment Focus Area, which prioritizes employment uses and prohibits residential uses. The role of the town center as a place where a diverse range of housing options are provided is supported by the Plan's expansion of multi-dwelling and mixed uses zoning. Growth analysis undertaken for the Plan estimates that the amendments provide capacity for an additional 3,500 housing units within the town center, providing for a total capacity of over 8,500 units, meeting the Policy 3.32 metric for town centers to provide zoning to accommodate 7,000 households.

The WPTC Plan proposes policies, goals and actions which will strengthen its role as a multimodal transportation hub, optimizing access from a broad area of the City. Bisected by an extremely wide and auto-oriented intersection at Barbur and Capitol Hwy, the center currently lacks a connecting local street network and suffers from deferred street improvements on all street types. In response to these conditions, and to support the role of the Barbur Transit Center in serving as a transit hub for the area and the potential future

light rail along Barbur Blvd, the plan includes measures to fund and build a multi-modal and multi-ability circulation system across the town center (Goal 1B), helping to not only provide multimodal access to the town center's services, but to support a more efficient hub within the region's transit system. This includes infrastructure improvements along Barbur Blvd (including sidewalk and bikeway improvements) as well as updated or new 1-5 pedestrian crossings behind the Barbur Transit Center and near SW Luradel Street (Goal 1B).

Additionally, the Green Ring concept proposes to create an accessible all-user route around the town center, providing connections to public views and the surrounding natural features, as well as separating pedestrians from automobile traffic in the most frequented and central areas. This includes sections of SW Capitol Hwy (south), Huber, Collins and Barbur.

Finally, the Plan incorporates policies which support the inclusion, preservation, and expansion of public places and spaces within the town center. With plans to disperse growth on and off main corridors within the town center, plan elements like the Green Ring will provide a means for better connecting communities to the area's existing parks, natural areas, schools and commercial streets. The Green Scapes complement portions of this element with vegetation and green design features along key sections of main streets, supporting an inviting, people friendly environment. The WPTC Character Statement, as part of the Citywide Design Guidelines, provides additional guidance and support for these elements by encouraging development to place active uses along the Green Ring, and the use of plazas or green design features to buffer pedestrians from traffic adjacent to the Green Scapes. New gathering places are encouraged within the newly proposed Multicultural Hub and Barbur Transit Center redevelopment and further supported by the Citywide Design Guidelines. Specifically, Guideline 05, which encourages development to provide more opportunities for communities to pause sit and interact, with additional guidance from the WPTC Character Statement encouraging the creation of inclusive, multi-functional plaza spaces, at various scales, that support the areas multi-cultural community.

Therefore, the WPTC Plan is consistent with these policies.

## Neighborhood Centers

**Policy 3.35 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 3.36 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 capacity within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.

**Policy 3.37 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 3.38 Public places.** Provide small parks or plazas within or near Neighborhood Centers to support their roles as places of local activity and gathering.

89. **Finding:** Policies 3.35 through 3.38 provide direction on the desired characteristics and functions of neighborhood centers. The WPTC Plan updates guidance for investment in infrastructure and development within the West Portland Town Center, which is not a Neighborhood Center. These policies do not apply.

## Inner Ring Districts

**Policy 3.39 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 3.40 Corridors.** Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.

**Policy 3.41 Distinct identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use and expand existing historic preservation and design review tools to accommodate growth in ways that identify and preserve historic resources and enhance the distinctive characteristics of the Inner Ring Districts, especially in areas experiencing significant development.

**Policy 3.42 Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with existing historic properties 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. Apply base zones in a manner that takes historic character and adopted design guidelines into account.

**Policy 3.43 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.

90. **Findings:** Policies 3.39 through 3.43 concern Inner Ring Districts, which the Comprehensive Plan defines as "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." The WPTC Plan project area is located in the Western Neighborhoods area, which is located outside of the Inner Ring District. These policies are not applicable to the WPTC Plan amendments.

## Corridors

**Policy 3.44. 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 3.45. 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 3.46. 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 3.47. 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.

91. **Finding:** Policies 3.44 through 3.47 provide direction on the desired characteristics and functions of corridors as well as street design and future land use changes. The WPTC Plan area contains part of one designated Civic Corridor (SW Barbur Blvd) and part of one Neighborhood Corridor (SW Capitol Hwy).

There are a number of WPTC actions that implement and/or are consistent with Policies 3.44-3.47. Actions in Goal 1B call for accommodating growth and increasing mobility along both corridors by funding and building a multi-modal and multi-ability circulation system across the town center area. This includes a plan for safer mobility with both interim and longer-term improvements to the Crossroads intersection. Additionally, the plan proposes an allowance for more multi-family housing close to the major corridors and the redevelopment of the Barbur Transit Center to include housing and community amenities. Growth along Barbur Blvd is also supported with the creation of employment focus areas, encouraging redevelopment supportive of businesses that provide jobs that provide a living wage.

The WPTC Plan includes policies, goals and actions which support the improvement of both these corridors as major multimodal connectors. Many of these improvements are in the heart of the town center where SW Barbur intersects with SW Capitol Highway and the I-5 corridor, currently creating dangerous and inaccessible conditions. Plan actions call for improvements to create safer conditions for both pedestrians and bicycles, including bulb-outs and pedestrian crossings, physical separation between bikeways and vehicular lanes along Barbur and building sidewalks on both sides of the street. Application of the Citywide Design Guidelines with a WPTC Character Statement will also address pedestrian and bicycle access from new developments in along both SW Barbur Blvd and SW Capitol Hwy.

The WPTC Plan proposes the construction of infrastructure improvements on SW Barbur Blvd meant to implement the vision articulated in the 2035 Comprehensive Plan, including prominent trees and other green features, sidewalk and bikeway improvements and upgraded lighting. Plan amendments also support the roles of corridors by requiring ground floor active uses to support commercial activity within town center's central areas, as well as standards for new development to establish a range of coherent and distinguishing characteristics for the town center's commercial main streets (Goal 1C).

These changes will be enhanced by two elements of the plan which include proposals to incorporate nature and green infrastructure along both corridors: the Green Ring and Green Scapes. The Green Ring concept proposes to create an accessible all-user route around the town center, providing connections to public views and the surrounding natural features. The Green Scapes will complement portions of this element with vegetation and green design features along key sections of main streets, supporting an inviting, people friendly environment. The WPTC Character Statement, as part of the Citywide Design Guidelines, provides additional guidance and support for these elements by encouraging development

to place active uses along the Green Ring, and the use of plazas or green design features to buffer pedestrians from traffic adjacent to the Green Scapes.

Collectively, these components of the WPTC Plan support Policies 3.44 through 3.47.

## Civic Corridors

**Policy 3.48. 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 3.49. 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 3.50. 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 3.51. Freight.** Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

92. **Finding:** Policies 3.48 through 3.51 provide direction on the desired characteristics and functions of Civic Corridors as well as street design and future land use changes. Barbur Boulevard is a Civic Corridor. The policies above identify key objectives for designated Civic Corridors. These include integrating freight, transit, and active transportation capacity, and green infrastructure, within a well-designed public realm that promotes human interaction and health, while also maintaining freight mobility and access. The WPTC Plan promotes these objectives through an action to adopt plan district standards for new development that establish a range of coherent and distinguishing characteristics for the town center's commercial main streets and that support small business needs together with a shift to a more pedestrian-oriented development pattern and streetscape. The WPTC Plan amendments support Barbur Boulevard's role as a Civic Corridor by providing allowances for larger-scale development with transit-supportive densities of housing and employment, including through designation of an Employment Focus Area where employment uses are prioritized. The Plan amendments also include requirements for additional trees along the Barbur frontage and that mixed use development in Subdistrict A and B - which include segments of Barbur and Capitol Highway – incorporate at least one green design feature. These requirements support incorporation of green features on the Civic Corridor in the town center. See the findings for Policies 3.44 through 3.47 for additional actions that implement Policies 3.48 through 3.51.

Additionally, the expansion of the Design 'd' Overlay to incorporate more of this corridor and apply the Citywide Design Guidelines and Design Standards and develop a WPTC Character Statement for local context, supports Policy 3.49, Designing great places. Guidance provided within the Citywide Design Guidelines will require that development provide active street frontages, set within well-ordered facades, which are composed of high-quality

materials. These factors will contribute to an improved public streetscape and sidewalk condition along SW Barbur Blvd. Additional detail provided within the WPTC Character Statement provides more nuanced guidance, ensuring that these spaces reflect the unique character along the entire corridor and support the design of distinctive places; promoting a healthy and active public realm which values the safety of people over cars.

Although none of these actions or changes to the applicable design guidance for the area would impact freight mobility or access along SW Barbur Blvd, which is currently designated as a Major Truck Street, the plan includes transportation elements to address how the Barbur corridor could maintain its current capacity and accommodate the future SW Corridor light rail. This includes plans to prepare a revised strategy for high-capacity transit on Barbur Blvd, in collaboration with TriMet and Metro, as well as a proposal for a plan to study how additional improvements could ensure safety, access to transit and transit operations in the Barbur Corridor. Thus, the plan is equally supportive of Policy 3.51, Freight, with existing regulations.

## Neighborhood Corridors

**Policy 3.52. 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.

93. **Finding:** A section of the SW Capitol Highway Neighborhood Corridor is included in the WPTC Plan area. The corridor, which is intersected by Barbur Boulevard at the heart of the town center, is split into two distinct neighborhoods, supporting distinct communities. The WPTC Plan includes a range of policies, goals and actions that support the creation of vibrant neighborhood business districts, with quality multi-family housing which aim to recognize and support the corridor's distinct character, both north and south of Barbur. For example, plan Action 7 in Goal 1B calls for the adoption of a plan to redevelop and realign SW Collins Street, from SW Capitol Hwy to SW Barbur Blvd, to not only create a new walkable, small business focused main street along this corridor but to provide a more direct link to the Barbur Transit Center. Also, the WPTC amendment expand multi-dwelling zoning south of SW Barbur Boulevard, which will help support the existing "spine" of civic services that currently exists along this portion of SW Capitol Highway (Goal 1A). Therefore, the WPTC Plan is consistent with this policy.

## Transit Station Areas

**Policy 3.53. 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 3.54. 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 3.55. Transit station area safety.** Design transit areas to improve pedestrian, bicycle, and personal safety.

**Policy 3.56. 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 3.57. Employment stations.** Encourage concentrations of jobs and employment-focused land uses in and around stations in employment-zoned areas.

**Policy 3.58. 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 3.59. Destination stations.** Enhance connections between major destinations and transit facilities and strengthen the role of these station areas as places of focused activity.

94. **Finding:** Policies 3.53 through 3.59 provide direction on the desired characteristics and functions of transit station areas. The WPTC Plan area is currently designated as an area planned for a future light rail transit alignment and potential station area, per Figure 3-4 in the 2035 Comprehensive Plan. Although it is not yet a designated Transit Station Area, the WPTC Plan includes policies, goals and actions which encourage transit-oriented development and transit-supportive concentrations of housing and jobs, as well as multi-modal connections, in order to support future plans for its role as a Transit Station Area with the arrival of the SW Corridor Light Rail. Actions to expand the area of mixed use development and create distinct, pedestrian oriented, commercial areas in the northern and southern part of the town center, the rezoning of nearby single dwelling areas to multi-dwelling areas and an emphasis on an efficient use of land closest to the Barbur Transit Center support this vision (Goal 1A, 1B and 1C). Additional actions, such as Action 2 under Goal 1B, support the creation of a safe and accessible circulation network for the town center, along with plans for the Green Ring and Green Scapes streets that will improve pedestrian, bicycle and personal safety and strengthen community connections for this future Transit Station Area.

Although the West Portland Town Center does not yet include a designated Transit Station Area, the WPTC Plan's amendments and actions support this future possibility and are consistent with Policies 3.53-3.55. Since West Portland does not have a specific Transit Station classification, Policies 3.56 thru 3.59 do not apply.

## City Greenways

**Policy 3.60. Connections.** Create a network of distinctive and attractive City Greenways that link centers, parks, schools, rivers, natural areas, and other key community destinations.

**Policy 3.61. 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 3.62. 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 3.63. 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.

95. **Finding:** WPTC benefits from Portland’s Healthy Connected Communities framework which is used to coordinate the Plan’s policy and investments in the built environment, including City Greenways, to achieve the many of the policies, goals and actions in Vision 1, “Great Places with Equitable Access to All”. This includes the area’s current and proposed City Greenways. Currently, two City Greenway trails go through the town center: the Lewis and Clark College to Metzger Park Trail (#5) and the Washington Park to Lesser Park Trail (#7).

Goals and Actions within this plan call for funding to study and implement a plan for a new Green Ring, as one way to improve conditions, connections and access to the center’s existing and future Greenways. It is envisioned as a multi-modal circulation and recreation network, combining elements of the Neighborhood Greenways off street paths, trails, pedestrian bridges and sidewalks (Goal 1B). Its goal is to improve connections to services and landmarks within the center, particularly its parks, schools, open spaces, natural areas and other key community destinations. This system will be implemented incrementally to ensure it can be well integrated within the existing street network, carefully weaving together the town center’s local streets, regional trails and newly proposed neighborhood greenways (Dolph Court and Brugger Street; #17 and 21 on the TSP Project List).

The implementation of the Green Ring, and additional neighborhood greenways, will provide multiple benefits to the town center, including an opportunity to achieve health equity within the center by providing safer opportunities for increased physical activity through improved pedestrian and bike infrastructure and connections to natural areas. Additionally, the Plan encourages working with other Bureaus and community groups to identify opportunities to implement complementary projects (e.g. park enhancements, wayfinding, public art). The WPTC Character Statement, as part of the Citywide Design Guidelines, provides additional guidance and support for these elements by encouraging development to place active uses along the Green Ring, and the use of plazas or green design features to aid in traffic calming to buffer pedestrians from traffic adjacent to the Green Scapes.

These plan provisions are therefore consistent with Policies 3.60 through 3.63.

## Urban habitat corridors

**Policy 3.64. 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 3.65. 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 3.66. 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.

96. **Finding:** Habitat corridors are mapped on Figure 3-6 of the Comprehensive Plan. The WPTC Plan area includes two existing Habitat Corridors. One extending north-south from I-5 in the south through the Woods Memorial Natural Area and then northwestward beyond the natural area. The other starts north of Jackson Middle School and extends northeasterly south of I-5 and then northerly around SW 26<sup>th</sup> Ave, incorporating the Tryon headwaters site and Spring Garden Park. The City has an adopted Natural Resources Inventory (NRI) that provides a basis for establishing future habitat corridors and enhancing connectivity. The City's environmental overlay zone regulations are the implementing regulatory tools to preserve natural resources and their ecosystem services, particularly in relationship habitat areas. The WPTC Plan area does not amend either the NRI or the existing environmental zone regulations. Additionally, habitat corridors also include tree canopy. The WPTC amendments do not change Title 11 tree preservation and tree density requirements that apply in development situations. Therefore, Policies 3.64 and 3.65 do not apply.

However, the Plan's policies, goals and amendments, and in some areas including the application of the Citywide Design Guidelines. Design Standards and WPTC Character Statement, work in combination to preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy. The Plan also considered the location of existing natural resources and streams in designating new zoning amendments. Some areas were not proposed for additional development capacity due to natural resources. Therefore, the WPTC Plan is consistent with Policy 3.66.

## Employment areas

**Policy 3.67. 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 3.68. 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).

97. **Finding:** Comprehensive Plan Figure 3-7 identifies four employment area geographies – Central City, industrial/employment, commercial and institutional. The WPTC Plan area is part of the commercial employment area that extends down SW Barbur Boulevard, on both the north and south sides. In response to this, the WPTC Plan proposes to achieve a housing and jobs balance by zoning for more employment uses, especially for quality jobs such as those in health care, back office support, or call centers.

The WPTC Plan considers land development and transportation needs of this employment area, with policies, goals and actions focusing the most intense development within the heart of the town center, near the Barbur Transit Center and potential future light rail station.

Two new “Employment Focus Areas” prioritize employment uses and restrict residential uses and allow for 5-7-story office buildings between Interstate 5 and Barbur Boulevard.

Plan actions call for coordinating bicycle and pedestrian improvements, as well as the future SW Light Rail project with TriMet, the Portland Bureau of Transportation and the Oregon Department of Transportation, and will consider the impacts of potential improvements on the Barbur truck corridor. Therefore, WTPC is consistent with Policies 3.67 and 3.68 as applicable.

## Rivers Pattern Area

**Policy 3.69. 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 3.70. 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 3.71. 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 3.72 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 3.73. 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 3.74. 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 3.75. River neighborhoods.** Enhance the strong river orientation of residential areas that are located along the Willamette and Columbia Rivers.

**Policy 3.76. 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 3.77. 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 3.78 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 3.79 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 3.80. 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 3.81 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 3.82. 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.

98. **Finding:** Policies 3.69 through 3.82 provide direction on the desired characteristics and functions of the River Pattern Area, which includes areas along the Willamette and Columbia Rivers. The West Portland Town Center Project Plan updates guidance for investment in infrastructure and development within the West Portland Town Center. This geographic area is not in the Rivers Pattern Area. These policies do not apply.

## Central City Pattern Area

**Policy 3.83. Central City districts.** Enhance the distinct identities of the Central City's districts.

**Policy 3.84. Central City river orientation.** Enhance and strengthen access and orientation to the Willamette River in the Central City and increase river-focused activities.

**Policy 3.85. Central City pedestrian system.** Maintain and expand the Central City's highly interconnected pedestrian system.

**Policy 3.86. Central City bicycle system.** Expand and improve the Central City's bicycle system.

99. **Finding:** Policies 3.83 through 3.86 provide direction on the desired characteristics and functions of the Central City Pattern Area. The West Portland Town Center Project Plan updates guidance for investment in infrastructure and development within the West Portland Town Center. This geographic area is not in the Central City Pattern Area. These policies do not apply.

## Inner Neighborhoods Pattern Area

**Policy 3.87 Inner Neighborhoods main streets.** Maintain and enhance the Streetcar Era pattern of street-oriented buildings along Civic and Neighborhood corridors.

**Policy 3.88 Inner Neighborhoods street patterns.** Preserve the area’s urban fabric of compact blocks and its highly interconnected grid of streets.

**Policy 3.89 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 3.90 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 3.91 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.

100. **Finding:** Policies 3.87 through 3.91 provide direction on the desired characteristics and functions of the Inner Neighborhoods Pattern Area. The West Portland Town Center Project Plan updates guidance for investment in infrastructure and development within the West Portland Town Center. This geographic area is not in the Inner Neighborhoods Pattern Area. These policies do not apply.

## Eastern Neighborhoods Pattern Area

**Policy 3.92 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 3.93 Eastern Neighborhoods site development.** Require that land be aggregated into larger sites before land divisions and other redevelopment occurs. Require site plans which advance design and street connectivity goals.

**Policy 3.94 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 3.95 Eastern Neighborhoods buttes.** Enhance public views of the area’s skyline of buttes and stands of tall Douglas fir trees.

**Policy 3.96 Eastern Neighborhoods corridor landscaping.** Encourage landscaped building setbacks along residential corridors on major streets.

**Policy 3.97 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.

101. **Finding:** Policies 3.92 through 3.97 provide direction on the desired characteristics and functions of the Eastern Neighborhoods Pattern Area, which the Comprehensive Plan defines as eastern portions of the city, mostly located east of 82nd Avenue and largely annexed to Portland in the 1980s and 1990s. The West Portland Town Center Project Plan updates guidance for investment in infrastructure and development within the West

Portland Town Center. This geographic area is not in the Eastern Neighborhoods Pattern Area. These policies do not apply.

## Western Neighborhoods Pattern Area

**Policy 3.98 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 3.99 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 3.100 Western Neighborhoods development.** Encourage new development and infrastructure to be designed to minimize impacts on the area's streams, ravines, and forested slopes.

**Policy 3.101 Western Neighborhoods habitat corridors.** Preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy.

**Policy 3.102 Western Neighborhoods trails.** Develop pedestrian-oriented connections and enhance the Western Neighborhoods' distinctive system of trails to increase safety, expand mobility, access to nature, and active living opportunities in the area.

102. **Finding:** Policies 3.98 through 3.102 provide direction on the desired characteristics and functions of the Western Neighborhoods Pattern Area. The WPTC Plan relates to the West Portland Town Center which is located within the Western Neighborhoods Pattern Area.

Related to Policy 3.98, the West Portland Town Center is a larger mixed-use district and is not one of the Western Neighborhood's small commercial districts, such as Burlingame or Garden Home. However, the WPTC Plan amendments and actions enhance the village-like arrangement of commercial districts located within walking distance of residential areas through policies, regulatory amendments, and actions that support improvements to create distinct commercial areas within the West Portland Town Center, including small commercial areas in close proximity to residential areas. Plan actions call for creating distinctive main street corridors, such as the realignment of SW Collins Main Street, and for improving the Barbur Boulevard and Capitol Highway corridors as more pedestrian-friendly places that are well-connected to nearby residential areas. The Plan's Zoning Map amendments will also support the creation of a new, small commercial node at the intersection of SW Huber and SW 40<sup>th</sup>, which, in combination with enhanced existing commercial nodes along Capitol Highway south of Barbur, will support these locations as small-scale commercial nodes close to residential areas that allow more people to live within walking distance of commercial services. Planned infrastructure improvements, particularly those focused within the Crossroads area, will also provide safe and accessible pedestrian and bicycle connections across the town center area (Goal 1B). This will not only improve access to the town center's commercial and employment districts but also its trails, parks, natural areas and open spaces.

Additional goals and actions within this plan which call for the funding to study and implement a plan for a new Green Ring, will provide more ways to improve conditions, connections and access to the center's existing pedestrian, bike and off street trail connections within its residential neighborhoods. Envisioned as a multi-modal circulation and recreation network, its goal is to improve connections to services and landmarks within the center, particularly its parks, schools, open spaces, natural areas and other key community destinations. This system will be implemented incrementally to ensure it can be well integrated within the existing street network, carefully weaving together the town center's local streets, newly proposed neighborhood greenways (Dolph Court and Brugger Street; #17 and 21 on the TSP Project List) and regional trails. This also includes connections to two SW Trails (City Greenways) that go through the town center: the Lewis and Clark College to Metzger Park Trail (#5) and the Washington Park to Lesser Park Trail (#7).

Plan amendments also include the expansion of the Design 'd' Overlay along its busiest corridors and areas receiving more intense residential zoning. The application of the Citywide Design Guidelines, Design Standards and WPTC Character Statement in these areas will encourage new development and infrastructure projects to consider designs which minimize the impact to the area's natural features and resources. Citywide Design Guidelines 01 directs development to build on area context by enhancing the distinctive physical and natural qualities of a location, emphasizing qualities found within the Western Pattern area as designated by the Comprehensive Plan. Additionally, Guideline 03 directs development to respond to a site's natural features, including topography, solar and wind orientation, trees and vegetation. While Guideline 09 directs development to address how it will impact the area's future resources by encouraging designs that promote quality and long-term resilience in the face of a changing climate. Further context in the WPTC Character Statement provides additional, more specific direction with guidance that encourages development to enhance natural resources and habitat value by preserving trees, native vegetation and open spaces, to mitigate heat island impacts and ease stormwater system demand. It also encourages designing more prominent surface stormwater facilities to enhance the Tryon and Fanno Creek watersheds.

The WPTC Plan area includes two existing Habitat Corridors, one extending down within the Woods Memorial Natural Area and the other just north of Jackson Middle School. Plans to However, the WPTC Plan area does not amend either the NRI or the existing environmental zone regulations. However, the Plan's policies, goals and amendments, and in some areas the application of the Citywide Design Guidelines, Design Standards and WPTC Character Statement, work in combination to preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy. The Plan also considered the location of existing natural resources and streams in designating new zoning amendments. Some areas were not proposed for additional development capacity due to natural resources.

Collectively, the amendments are consistent with and support policies 3.98-3.102.

## Chapter 4: Design and Development

**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.

103. **Finding:** City Council interprets the term distinctive physical, historic, and cultural qualities of its location to mean characteristics of the existing and historic built environment of a district or place including, but not limited to, block pattern, arrangement and design of streets and pedestrian realm, street wall, street-level activity, building use, construction type, architectural style, exterior materials, design details, massing, and height.

The WPTC Plan supports this policy through its Vision 1: Great Places with Equitable Access policy framework. This proposal promotes a natural and built environment that enhances environmental and community health, including updated regulations for new development which are tailored to the distinctive physical, historic and cultural qualities of the center's three distinct geographies: Central (Barbur and crossroads area), North of and South of Barbur Blvd. These regulations are based in part on a 2040 Land Use Growth Concept, which includes 5 distinct elements aimed at providing:

- Balanced Growth
- Affordable Housing Options
- A Strengthened Multi-Cultural Identity
- Vibrant Commercial Areas
- Safe areas to Recreate and Circulate

The growth concept responds to the distinct land uses and urban form of these areas, while also seeking to connect them, with several elements. Zoning code and map changes, specifically the creation of a West Portland Multicultural Plan District (Volume 2, Section 5) which makes geographic distinctions to the town center by breaking the areas up in to four subdistricts with distinct regulatory approaches. A Coordinated Growth Strategy (Section 4) is designed to set early community expectations and signal City priorities for the next 10 years, 10-20 years and beyond. While proposed community goals and action plans seek to connect the three distinct areas of the town center, both physically and socially.

A fourth element, the WPTC Character Statement will also be adopted with this plan. In addition to the plan district provisions, all mixed use and some multi-dwelling zoned sites in the town center will receive the Design 'd' Overlay. These sites will be subject meeting either the Citywide Design Guidelines (discretionary) or the Design Standards (objective). The WTPC Character Statement has been developed as part of the Citywide Design Guidelines to help guide future design reviews that could apply to larger development proposals in the town center.

Both the Citywide Design Guidelines and Design Standards are designed to guide growth of development and change within the City's centers and along its corridors. They support these concentrated areas of the city by fostering development that incorporates three design-related core values, or "tenets": build on context, contribute to the public realm and



promote quality and resilience. Citywide Design Guidelines 01-03 require development to respond to context on multiple scales (district, adjacent and site). Development must build on the character and local identity of a place, build positive relationships with adjacent surroundings, and meaningfully integrate and enhance onsite features to contribute to a location's uniqueness, including topography, historic and natural resources. They specifically address the how new development within the Barbur Transit Center, Multi-Cultural Hub, as well as SW Barbur Boulevard and SW Capitol Highway should respond to the areas' unique attributes (schools, parks, natural areas, etc.) within the urban fabric. Additionally, Guideline 09 will ensure new development is designed with resilience and environmental stewardship in mind which will help enhance the distinctive physical qualities of this area.

Supporting Citywide Design Guideline 01, the WPTC Character Statement provides more specific guidance for development by identifying which distinctive, historic and cultural places, spaces and resources the community values. For the WPTC community, the areas multi-cultural communities and its natural resources are its most valued assets. The statement provides examples of how new development can accommodate change by finding ways to enhance these assets (i.e. Incorporating art on sites along Barbur Blvd, and on pedestrian and bikeways) while adding elements that improve their accessibility (i.e. Strengthening and preserving connections to nature, parks and open spaces by orienting shared spaces, public views and pedestrian pathways to resources).

Plan District specific Design Standards for RM1 and RM2 zones will provide additional contextual guidance for development in the WPTC (Volume 2, Section 5, 33.595.275). These standards are intended to support healthy, people centered and climate resilient development along its main corridors and within the more residentially focused areas of the center (mainly Subdistricts C and D). Between a menu of four standards, they provide a series of options, some of which require new multi-dwelling residential buildings to provide a pedestrian connection to street facing residential entrances and to provide operable windows on the windows of upper-level units. Two other options would require building access to outdoor common areas and a requirement to treat new roof areas with a reflective surface to help reduce energy consumption and mitigate the heat-island effect. The multi-dwelling zones also require open space in the form of deep rear setbacks or courtyards to respond to the established characteristics of the town center's residential areas. In the mixed-used zones, design-related standards provide urban green options for including open spaces with trees and other vegetated features to integrate new development with the verdant natural features of the surrounding area.

Based on the above findings, WPTC is supportive of this goal for context supportive design and development. Therefore, this goal is met.

**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.

104. **Finding:** Historic resources are located in many areas throughout the City, although the WPTC Plan area includes no designated historic resources. Identified historic resources (Historic, Conservation, and National Register Landmarks; Historic, Conservation, and National Register Districts; and Significant Resources) are conserved by the City's Historic

Resources overlay zone. The WPTC Plan amendments do not identify any new or remove any existing historic resources and the amendments do not affect any of the Historic Resource overlay zone regulations (City Code Chapter 33.445). Therefore, this goal is met.

**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.

105. **Finding:** Consistent with Goal 4.C, the WPTC promotes human and environmental health through a broad range of provisions, including expanded requirements for outdoor spaces; requirements for large sites to include common areas to provide residents with access to recreation, socialization and opportunities to grow food; allowances that promote green infrastructure such as ecoroofs and stormwater planters as part of development; and FAR transfer allowances in exchange for preserving large trees, by allowing more housing options close to services and transit.

Further, the plan will enhance human health by furthering a safe walkable, bikeable and transit-supportive urban form that provides access to parks, natural areas, and adjacent goods and services. These, in combination will in turn enhance environmental health by helping to mitigate the heat island effect, reduce carbon emissions, support stormwater management, protect air quality and minimize impacts to wildlife. New regulations will require development in the plan district's mixed-use zones to incorporate urban green features, including native landscaping to reflect the area's natural heritage, space for large trees to build upon the center's existing tree canopy, eco-roofs to help manage stormwater, or solar panels and reflective surfaces to help mitigate the urban heat island effect. Therefore, this goal is met.

**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.

106. **Finding:** The WPTC Plans helps implement this goal by allowing a broader range of housing types that can be more responsive to changing demographics, through measures to prevent residential and cultural displacement, including support for the community's vision of a Multi-Cultural Hub and by providing community-based organizations an opportunity to incorporate their communities' priorities into development. Actions also include provisions to build climate resilience by placing limitations on commercial parking lots and residential driveways, requiring green elements in conjunction with new development in the multi-dwelling and mixed-use zones and providing options for eco-roofs, which will help mitigate urban heat islands in the context of rising temperatures. Resilience and reduced carbon emissions is also supported through expanding housing capacity in the town center near commercial corridors and areas such the Barbur Transit Center and Multi-Cultural Hub, allowing more people to live within walking distance of services and helping to direct growth away from habitat and natural hazard areas.

Lastly, the plan includes new policies, standards, and actions intended to minimize impacts from climate change and natural disasters, including improvements to existing infrastructure, as indicated by the Actions within Goals 1A and 1B. This includes Actions 3 and 4 under Goal 1A indicate plans to assess, inventory the existing stormwater and sanitary system components to help inform and initiate a WPTC Sanitary and Stormwater System Plan. Therefore, this goal is met.

## Context

**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.

**107. Finding:** The WPTC Plan is consistent with and primarily implements the Western Pattern Area for the West Portland Town Center area. The provisions which propose to apply the Design ‘d’ Overlay to all mixed use and some multi-dwelling zoned sites in the town center, and apply the Citywide Design Guidelines, and a WPTC Character Statement will address issues of pattern areas, site, context and community identity in the following ways:

Guideline 01 requires new development to build on the local identity of Portland’s pattern areas and neighborhoods to avoid the potential for sameness or unresponsiveness in new buildings throughout the city. For the West Portland Town Center, this means that new development must identify how it responds to the character of the Western Pattern area, which is detailed within the guideline.

Guidelines 02-03 require that new development enhance the positive qualities of adjacent sites and meaningfully integrate and enhance onsite features to contribute to a location’s uniqueness. For development in West Portland, this could mean enhancing the qualities of adjacent sites, blocks, and natural features, including SW Barbur Blvd and the Barbur Transit Center. It also means integrating buildings within the steep topography of sites, ensuring well established street frontages and pedestrian connections, and properly orienting buildings along its major corridors to allow access for all who live, work and visit the district.

The WPTC Character Statement augments Guideline 01 by explicitly describing the qualities that define the community’s character and culture. The statement includes a section entitled Community Character which identifies the local landmarks, natural resources and future aspirations, valued by those who live and work in the WPTC area, with an emphasis on highlighting the areas immigrant, Islamic and Ingenious communities. For most of the WPTC community, its identity stems from not only its physical attributes (numerous parks, natural areas and civic amenities) but its social attributes as well such as its tight-knit multi-cultural community. Guidance for new development seeks to encourage well-connected

and well-integrated, environmentally responsive designs that provide access to the town center's resources and reflects the desire for designs that reflect the community's desire for multi-generational gathering spaces that foster community and cultural connections. These design guidance elements are reinforced by WPTC Plan Zoning Code standards that require that open spaces in multi-dwelling zones respond to the established characteristics of the town center's residential areas, and design-related standards for mixed-use zones that provide urban green options, including open spaces with trees and other vegetated features to integrate new development with the natural features of the surrounding area.

These elements of the WPTC Plan respond to and support Policies 4.1, 4.2 and 4.3 above.

**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.

**108. Finding:** The WPTC Plan helps implement this policy through provisions that promote the inclusion of green infrastructure such as ecoroofs and stormwater planters as part of developments, including: urban green options in the mixed-use zones for open spaces with trees and other vegetation; FAR transfer provisions to provide an incentive for preserving large trees; vegetated green buffer requirements adjacent to the I-5 freeway; and requirements for deep rear setbacks that will help keep the area's large blocks greener and less built up. Prohibitions on commercial parking on surface parking lots and limits on the size of residential driveways will provide more opportunities for more site area to be used for landscaping, trees, and other green features.

The Plan provisions that require a row of trees to be planted within the setback for sites with frontage on SW Barbur Boulevard will help realize a larger vision for this as a tree lined street with a welcoming and attractive public realm. The provisions work towards the Plan's larger goal of creating a "green lung" within the center, an area where trees and vegetation serve to mitigate air quality and heat island impacts.

Additional actions support this policy, including a proposed Green Ring framework, to improve access to active transportation, recreation and health functions, such as parks and open spaces. The provision to fund and support the West Portland Right of Way Design Standards, will also help guide public and private investment in the right of way for areas within the town center, including green scaped elements to enhance the streets.

Therefore, the WPTC Plan is consistent with this policy.

**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.

**109. Finding:** The WPTC Plan provides for new and enhanced accessible, safe and attractive places for pedestrians through public and private development. Its varied policies, goals and actions reduce commercial surface parking and residential driveways to improve the relationship between buildings and the public realm of streets and contribute to creating

pedestrian-friendly street environments, while reducing conflicts between pedestrians on sidewalks and vehicles using driveways. Allowances for greater housing density in the center's mixed use and multi-dwelling zones will also allow for more people to live within walking distance of services and transit. This policy is also supported by WPTC regulatory standards for commercial corridors that contribute to an attractive pedestrian environment through enhanced standards for ground-floor windows and ground-floor active uses, front entrance requirements, and limitations on vehicle areas along street frontages.

Under the action to apply the new Citywide Design Guidelines in the WPTC Plan area, new public and private development must design accessible, safe and attractive pedestrian connections onsite. Specifically, Guideline 07 requires that all development include pathways that are universally designed for all ages and abilities and the pathways should link the public realm, building entries, parking, and open areas. Additionally, these pathways should be safe, visible and well-lit and building entries and windows should orient towards them. Additional detail within the WPTC Character Statement identifies where onsite pathways should be placed to contribute to a well-established public realm and urban fabric.

Therefore, the WPTC Plan is consistent with this policy.

**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.

**110. Finding:** The WPTC Plan supports this policy direction by proposing development standards that activate the public realm along its commercial corridors, with provisions that limit vehicle area on street frontage within the Barbur Transit Center, and requires a row of trees between the building and the lot line abutting Barbur Blvd, as well as increase in ground floor window requirements and entrance frequency on all sites indicated on Map 595-3. These provisions, particularly the tree planting requirement provide more opportunities for public spaces and landscaping, which creates a high-quality public place. Additional design standards for the RM1 and RM2 zones in the town center will support a cohesive and positive experience in the public realm with requirements for residential entrances, including a pedestrian connection between the street and main entrance, operable windows on upper-level units and visual and physical access to outdoor common areas. This policy is also supported by WPTC regulatory standards that ensure that new development on commercial corridors help activate the street environment through enhanced standards for ground-floor windows and ground-floor active uses, front entrance requirements, and limitations on vehicle areas along street frontages.

As outlined in the response to Goal 4a, the Citywide Design Guidelines operate under a framework of core values, one being the creation of a strong public realm. Guidelines 04-06 specifically address issues within public realm by requiring development at the sidewalk

level of buildings to be designed to enrich public life with active ground floors that are visible, attractive, inviting, and interesting at the human-scale. This includes providing large storefront windows, multiple entries, outdoor seating, and connections to adjacent right-of-way. Guidance also requires the inclusion of publicly accessible spaces which offer protection from the street, support safety and be well-integrated into the site, with active adjacent building programming to enhance the pedestrian experience. These elements of the plan are consistent with Policies 4.6 and 4.7 above.

**Policy 4.8. Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units.

111. **Finding:** Policy 4.8 provides direction on encouraging the use of alleys for parking and ADU access, while also preserving pedestrian access. The WPTC area is not home to an existing network of alleys that would work towards expanding parking access. Instead, parking and improvement of pedestrian access in the district has been addressed through measures discussed above in Policies 4.5, 4.6 and 4.7. Similarly, no requirements for alley-facing accessory dwelling units have been included as these conditions are not common in the district. Therefore, this policy does not apply.

**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.

112. **Finding:** Policy 4.9 provides direction on encouraging temporary activities and structures in places that are transitioning to urban areas. While the WPTC Plan supports the town center's transition to a more intensely urban built environment, the area's mixed-use zoning allows for transitional use of existing surface parking lots for outdoor markets, events, and other temporary activities.

## Health and safety

**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.

113. **Finding:** Policy 4.10 provides direction regarding the promotion of health in development. The WPTC Plan amendments and actions help implement this policy through a range of provisions. Amendments promote site design supportive of physical activity by expanding requirements for outdoor spaces in the multi-dwelling zones to provide opportunities for recreation, and through expanded requirements for buildings to provide pedestrian connections to streets. Additional plan provisions support this policy with a proposed future Green Ring circulation network in and around the town center. The Green Ring will be designed to be a low-stress multi modal transportation and recreation network that will provide access to everyday places such as commercial services, schools and parks and open spaces. The Green Ring and other greening strategies also help support physical activity by making walking, rolling, and cycling more enjoyable. Finally, sites in the WPTC plan district where the Design overlay zone is applied will need to meet Citywide Design Guideline 07, which requires that development support people's movement and activity throughout the site, including points of entry and open spaces for active and passive recreation. This is

further supported by guidance within the WPTC Character Statement which details where development should provide these connections throughout the town center (Barbur Transit Center, the Multicultural Hub and Woods Memorial Natural Area, etc). Therefore, policy 4.10 is met.

**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.

114. **Finding:** Consistent with Policies 4.11 and 4.12, the WPTC Plan includes elements which preserve access to light and air, while also encouraging opportunities for privacy and solar access within urban-scale development. New development on sites with the Design overlay will be required to meet Citywide Design Guideline 02 to create positive relationships with adjacent sites. This includes scaling and shifting building mass to respond to varied context. Buildings are encouraged to utilize shifts in massing to not only preserve access to light and air, but also create opportunities for private spaces within the development. The WPTC Character Statement provides further guidance for new development along the SW Barbur Blvd by encouraging larger, setback frontages with hardscaped areas and room for trees, to preserve access to light and air along the corridor. In addition, Guideline 07 encourages thoughtfully shaping the massing of buildings to optimize solar access in open areas.

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

115. **Finding:** Consistent with Policy 4.13, the WPTC plan includes amendments to encourage crime preventative design. Sites in the WPTC with the Design Overlay Zone will be required to meet Citywide Design Guideline 07 which focuses on guiding development to support the comfort, safety and dignity of residents, workers and visitors through thoughtful site and building design. Development is encouraged to consider crime prevention measures, including designing sites to avoid visual barriers such as high fences or tall hedges. Therefore, this policy is met.

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

116. **Finding:** Policy 4.14 encourages building and site design safety. The WPTC Plan does not alter existing codes that regulate building and site design to address fire safety and reduce seismic risk. This policy does not apply.

## Residential areas

**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.

**117. Finding:** This policy applies to residential areas outside mixed-use districts. WPTC Plan helps implement this policy by providing opportunities for more housing choices within the town center’s residential areas through rezoning single-dwelling areas to multi-dwelling zoning, which allows for a broader range of housing types than allowed in the single-dwelling zones and includes bonus options to provide incentives for affordable housing, moderate-income family housing, and physical-accessible housing units that accommodate people with mobility limitations. The expanded multi-dwelling zoning also provides options for adding units within existing buildings as part of adaptive reuse, and for the addition of accessory dwelling units and other types of residential units to existing development. The WPTC amendments address compatibility with existing residential scale in that the majority of the multi-dwelling zone expansion is to RM1 zoning, which is intended to be compatible with lower-density residential areas and provides for a similar scale of development to single-dwelling residential zones. Continuity with existing residential areas is also promoted by WPTC standards for multi-dwelling zones that requires deep rear setbacks that reflect the established pattern of backyards in the area’s single-dwelling residential areas. Therefore, this policy is met.

**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.

**118. Finding:** The WPTC Plan includes a range of provisions intended to guide development in residential areas to better respond to the context of the area’s residential neighborhoods. New policies complement the existing general scale, character, and natural landscaped features of the areas many neighborhoods, while also proposing a growth concept that makes this a more unified cohesive place to live, work and play. Both North and South of 1-5, policies have focused on rezoning single dwelling areas to multi-dwelling zoning (primarily RM1 with some RM2) which create opportunities for additional housing while providing continuity with characteristics of a single dwelling neighborhood, maintaining the general existing scale and character of these areas. This includes rear setback standards intended to promote the continuation of some of the area’s open space patterns such as mid-block areas where rear yards predominate, limitations of vehicle driveways to limit interruptions within the pedestrian environment, expanded requirements for outdoor spaces, and new incentives for preserving large trees.

Additionally, sites subject to the requirements of the Design ‘d’ Overlay will be subject to meeting Design Standards or a Design Review and must meet the Citywide Design Guidelines. These guidelines and standards work with to ensure that the quality and character of new development is designed to complement the character and scale of the surrounding area and enhance the public realm.

Guidelines 01-03 are intended to guide development on how to build on existing context in order to reflect the character, local identity and aspiration of a place. This includes creating positive relationships with adjacent sites by complementing the scale, character and natural landscape features of a neighborhood. Within the WPTC, the new WPTC Character



Statement provides additional guidance by identifying ways to respond to the area’s changing grades and steep topography with stepped siting of buildings, as well as encouraging prominent stormwater facilities that enhance the Tryon and Fanno creek watersheds. Therefore, this policy is met.

**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.

119. **Finding:** The WPTC Plan supports this policy with provisions intended to promote preservation of existing low-cost housing. This includes creating preservation areas within Subdistrict D (Map 595-1) which provide opportunities for “cap and transfer” in association with housing preservation. This includes caps on development potential to encourage preservation of existing low-cost apartment buildings, only allowing larger development scale when they redevelop as affordable housing with at least half the units affordable to households earning up to 60 percent of median household income. The housing preservation areas in Subdistrict D also provide options for property owners sell development rights in exchange for preserving the affordability of existing units. Therefore, this policy is met.

**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.

120. **Finding:** The WPTC Plan rezones portions of the town center from single-family dwelling zones to multi-family dwelling zones. The multi-dwelling zoning will provide greater flexibility for the numbers and types of units on residential sites. Clusters of small-detached houses are among the housing types allowed by right in the multi-dwelling zones and are a commonly-build housing type in the low-rise multi-dwelling zones that are proposed for expansion in the WPTC Plan area. The majority of the expanded multi-dwelling zoning consists of the RM1 zone, which is intended to be compatible with the characteristics of single-dwelling residential areas and also supports the preservation of existing houses by providing flexibility for internal conversions and for the addition of accessory dwelling units and other small, detached housing types. Therefore, this policy is met.

**Policy 4.19. Resource efficient and healthy residential design and development.** Support resource efficient and healthy residential design and development.

121. **Finding:** The WPTC Plan supports this policy by increasing the amount of multi-dwelling housing in the area, promoting the development of compact, multi-dwelling development, which is inherently more resource efficient than lower-density housing types. WPTC Plan amendments also support resource efficiency through provisions that promote ecoroofs, which can enhance the energy efficiency of buildings, and by provisions that promote the preservation and planting of trees, which can also offset energy usage by mitigating the impacts of urban heat. Other amendments support this policy by expanding requirements for residential outdoor space and common areas, which addresses residents’ health by increasing opportunities for recreation, access to nature, and providing options for growing food.

Within the sites where the Design overlay will be applied, development projects will be required to adhere to the Citywide Design Guidelines. Guidelines 07 and 09 require that new residential development not only be designed to benefit the health of its occupants, but to also consider the health of its environment, including resource efficiency. To meet Guideline 07, buildings should bolster social and physical health and emotional well-being by integrating natural features and enhancing the entire experience for building users. This includes providing universally accessible pedestrian circulation on site and integrating play areas, gardens and plenty of seating into the design of outdoor spaces. To meet Guideline 09, buildings must be designed for resilience, health and stewardship of the environment. The Design Standards support these goals as well, standards which require accessible common areas, pedestrian connections and the use of durable exterior materials. This includes optional standards for using sustainable wood and low carbon concrete to contribute to the conservation of valuable resources, ensuring adaptability to climate change and the evolving needs of the city. Therefore, this policy is met.

## Design and development of centers and corridors

**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.

**122. Finding:** The WPTC Plan is consistent with policies 4.20 – 4.22. The varied policies, goals and actions proposed within the plan aim to update and intensify development in and around the Crossroads, which is already home to mixed-use areas along Barbur Blvd, I-5 and SW Capitol Hwy. These provisions further support these policies by allowing for greater housing density within the center’s commercial mixed-use zones when affordable housing and other community benefits are provided, and the amendments provide greater flexibility for building height and scale along the wide right-of-way of SW Barbur Boulevard. Plans call for a multicultural, transit-oriented district with two pedestrian-oriented commercial nodes on the north and south sides. The Plan also provides for large-scale Employment Focus Areas along Barbur Boulevard and the I-5 freeway that prioritize employment uses and allow for 5-7-story office buildings, thus allowing for the area’s tallest buildings on its widest streets. These policies are also supported by the WPTC Plan’s proposal to realign SW Collins St from SW Capitol Hwy to Barbur Blvd to create a new, walkable, small business-focused main street on the north side of Barbur, and by commercial area standards that encourage pedestrian-oriented development, with buildings up to the sidewalk frontage, pedestrian-scaled internal circulation streets, and fewer surface parking lots.

In addition, the application of the new Citywide Design Guidelines within this center, and along its corridors, will encourage development, through Guideline 05, to improve the street environment by providing intermittent breaks in urban form as an expansion of the public realm. These breaks should create places for people to share space together, such as providing seating or points of interest for stopping, viewing, and gathering. Further guidance within the WPTC Character Statement encourages development along SW Barbur Blvd to create space for people with larger set-back frontages, and incorporate multi-functional plaza spaces within the Multicultural Hub and Barbur Transit Center. Therefore, the WTPC Plan is consistent with these policies.

**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.

**123. Finding:** Consistent with Policy 4.23, the WPTC Plan includes policies, goals and actions which guide development to support the improvement of the town center's network of streets and corridors. Many of these are planned for the heart of the town center where SW Barbur intersects with SW Capitol Hwy, and the I-5 corridor, which currently has dangerous and inaccessible conditions. Plan actions here call for improvements to create safer conditions for both the pedestrian and bicycles, including bulb-outs and pedestrian crossings, physical separation between bikeways and vehicular lanes along Barbur and building sidewalks on both sides of the street. Application of the Citywide Design Guidelines with a WPTC Character Statement will also address pedestrian and bicycle access from new developments in along both SW Barbur Blvd and SW Capitol Hwy.

Additional provisions include the construction of infrastructure improvements on SW Barbur Blvd meant to implement the vision articulated in the 2035 Comprehensive Plan, including prominent trees and other green features, sidewalk and bikeway improvements and upgraded lighting. In addition, WPTC Plan amendments require ground floor active uses to support commercial activity within town center's central areas, as well as a new plan district standards which establish a range of coherent and distinguishing characteristics for the town center's commercial main streets (Goal 1C).

These changes will be enhanced by two elements of the plan that include proposals to incorporate nature and green infrastructure along both corridors: the Green Ring and Green Scapes. The Green Ring concept proposes to create an accessible all-user route around the town center, providing connections to public views and the surrounding natural features. The Green Scapes complement portions of this element with vegetation and green design features along key sections of main streets, supporting an inviting, people friendly environment. The WPTC Character Statement, as part of the Citywide Design Guidelines, provides additional guidance and support for these elements by encouraging development to place active uses along the Green Ring, and the use of plazas or green design features to buffer pedestrians from traffic adjacent to the Green Scapes. Therefore, this policy is met.

**Policy 4.24. Drive-through facilities.** Prohibit drive through facilities in the Central City, and limit new development of new ones in the Inner Ring Districts and centers to support a pedestrian-oriented environment.

**124. Finding:** Policy 4.24 prohibits driver through facilities in the Central City and limits development of new ones in Inner Ring Districts and centers. New drive-through facilities are already prohibited in the mixed-use zones in the West Portland Town Center, and the WPTC amendments extend this prohibition to quick vehicle servicing uses, such as gas stations, in order to prioritize a pedestrian- and transit-oriented urban environment. This policy is therefore met.

**Policy 4.25. 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.

**125. Finding:** The WPTC Plan is consistent with Policy 4.25 as it relates to residential development along its busiest streets and corridors, including SW Barbur Blvd, SW Capitol Hwy and I-5. This includes requirements for planting trees within the front setback on qualifying sites along SW Barbur Blvd, providing connections to main entrances of developments on multi-dwelling sites, many which are adjacent to SW Capitol Hwy. Additional requirements for a vegetation and trees between the I-5 freeway and adjacent areas, to provide “green lungs” to clean the air and lessen the impacts of air pollution. Portions of the area’s busiest streets have also been designated as Green Scapes to encourage the incorporation of landscaping and green design features to buffer residents from street traffic and support an inviting, people friendly environment.

New development along these corridors will also be required to meet Citywide Design Guidelines, which provides guidance on designing a pedestrian oriented public realm on busy streets. For example, Guidelines 04 requires that all ground floor residential contribute to the vibrant streetscape with graceful transitions from private to public space using stoops, porches, or buffered setbacks with layers of landscaping and semi-private spaces. Guideline 06 also requires that sites optimize spaces dedicated to people, mitigating the physical and visual impacts from cars and spaces dedicated to them. Therefore, this policy is met.

**Policy 4.26. 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.

**126. Finding:** The WPTC Plan supports this policy by identifying public space/park and open space improvements in the vicinity of the Barbur Transit Center and Multi-Cultural Sub-District. The development code for this district includes provisions to incentivize the creation of publicly accessible open space and indoor community space within a Multicultural Hub (Proposals for Subdistricts A&B, Section 5, Volume 2). To support this, the community also expressed a strong preference for a redeveloped Barbur Transit Center to anchor the Multi-Cultural Hub, which is intended to include culturally responsive services and open spaces. North of SW Barbur Blvd, the plan proposes a new plaza along an improved Taylor’s Ferry Road to support a larger mixed-use area and a new SW Collins Main Street.

In addition, the application of the Design Standards and Citywide Design Guidelines within this center, and along its corridors, encourage development to provide public open spaces and to locate them to encourage community activity and social connections. Guideline 05 encourages development to provide room for a diversity of publicly accessible spaces to invite community-building and social interaction; they should be well integrated within the site with active adjacent building programming and openings. Design Standards support this guidance with requirements for development to provide physical and visual connection to both public and private open spaces on site. Further guidance within the WPTC Character Statement encourages development along SW Barbur Blvd to create space for people with larger set-back frontages, incorporate multi-functional plaza spaces within the Multicultural Hub and Barbur Transit Center, and more intimate courtyard spaces between buildings for neighbors to engage on SW Capitol Hwy, SW Collins St and SW Huber St. Therefore, this policy is met.

**Policy 4.27. Protect defining features.** Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources.

127. **Finding:** City Council interprets the term “protect” here to mean defend or guard against loss, injury, or destruction, and “enhance” means to add to, complement, or improve.

Policy 4.27 provides direction on protecting and enhancing defining places in centers and corridors. The WPTC Plan is consistent with and supports this policy with policies, actions and zoning code provisions that protect and enhance defining places and features including landmarks, natural features, and historical and cultural resources. The Plan calls for retaining, protecting and enhancing the area’s existing cultural diversity, including through the creation of a new Multi-Cultural Hub subdistrict in the heart of the town center to allow for spaces for the area’s existing cultural institutions, while providing more gathering spaces to support community self-determination and solidarity (Goal 2B). Actions under Goal 1D seek to ensure that the area’s natural resources are reflected in the design of new development and create a unique identity in the plan area that also contributes to the health of community members. This includes the adoption of plan district regulations that leverage the requirements of the Design ‘d’ Overlay zone to require development elements that respond to the area’s character and natural assets into the built environment.

Sites within the Design Overlay will be required to meet the Citywide Design Guidelines or Design Standards, which encourage the preservation of character defining places and features, and require new development to be designed complement them as well. Guidelines 01-03, address how development should respond to existing context within centers and corridors on multiple scales. Guideline 02 requires that new development adjacent to designated historic landmarks or historic districts should be designed thoughtfully and deferentially towards its neighbors. This could include, but is not limited to, stepping down toward the landmark height or allowing a wide berth through setbacks or a pocket plaza if the landmark is a standalone building, such as a church or theater. Additionally, Guideline 03, requires that new development be responsive to natural features on a specific site by integrating existing trees, vegetated slopes and topography into site design, respecting the natural landform. Therefore, this policy is met.

**Policy 4.28. Historic buildings in centers and corridors.** Protect and encourage the restoration and improvement of historic resources in centers and corridors.

**128. Finding:** Historic resources are located throughout the City, including in the WPTC Plan area. Identified historic resources (Historic, Conservation, and National Register Landmarks; Historic, Conservation, and National Register Districts; and Significant Resources) are conserved by the City's Historic Resources overlay zone. The WPTC Plan amendments do not identify any new or remove any existing historic resources and the amendments do not affect any of the Historic Resource overlay zone regulations (City Code Chapter 33.445). Therefore, the WPTC Plan is consistent with this policy.

**Policy 4.29. 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.

**129. Finding:** Policy 4.29 encourages new development and public places to include design elements and public art. WTPC Plan includes provisions which call for the inclusion of art that is by, or reflective of the town center's immigrant community, and that such art work should be chosen by working with local residents and immigrant artists to incorporate culturally-based art, signage, wayfinding and events into public spaces (Actions 2&3, Goal 2B).

The plan also addresses this, in part, through the application of the Citywide Design Guidelines within the Barbur Transit Center, Multi-Cultural Hub and along SW Barbur Blvd, a major civic corridor. For example, Guideline 05 will require development within these areas to incorporate room for a diversity of publicly accessible spaces for sitting, resting, eating, socializing, or just experiencing city life. This includes the incorporation of public art or water features which can play a role within open spaces by providing a visual focal point to inspire conversation and contemplation or to reflect the identity of Portland, its communities, and its history. The WTPC Character Statement adds further context by specifying areas where art should be heavily considered and communicating some ideas that were expressed by community during the development of this statement. Therefore, the WPTC Plan is consistent with this policy.

## Transitions

**Policy 4.30. 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 4.31. 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 4.32. Industrial edge.** Protect non-industrially zoned parcels from the adverse impacts of facilities and uses on industrially zoned parcels using 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.

**130. Finding:** Policies 4.30 through 4.32 provide direction regarding transitions between different types of land uses. The WPTC Plan includes provisions which address these policies in a number of ways. Primarily, careful thought has been given to land use and scale transitions within the town center, with the most intense uses and density concentrated in the heart of the center. Around these commercial mixed-use zones, and along the center's corridors, RM1 and RM2 zones have been applied as a transition between this mixed-use core and the area's single-dwelling zones. The application of these will aid in providing a transition to the characteristics of single-dwelling residential areas, such as requirements for landscaped front setbacks, lower-scale building heights, and limitation on the size of facades. Allowances for limited amounts of ground-floor commercial uses in these multi-dwelling zones along major corridors limit these uses to corridor frontages and require screening for outdoor seating located adjacent to properties with residential zoning. Requirements for building setbacks and landscaping in the multi-dwelling zones will allow for screening vegetation when adjacent to industrial areas.

Application of the Design Standards and the Citywide Design Guidelines will provide additional guidance to mitigate the adverse impacts of larger development on adjacent sites. Guideline 02, which addresses context at a neighborhood level, encourages development on larger sites to build positive relationships with neighboring properties by utilizing smaller contextual responses. These could include the use of site edge treatments such as buffering and landscaping, and/or architectural features, such as placement of openings and building details, to help protect the livability of adjacent areas.

Overall, the WPTC Plan supports or is consistent with policies 4.30-4.31. Since there are no industrial zoned parcels within the WPTC Plan area, policy 4.32 does not apply.

## Off-site impacts

**Policy 4.33. 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 attention to limiting and mitigating impacts to under-served and under-represented communities.

**131. Finding:** The WPTC Plan is primarily focused on land uses and future development within the WPTC. Land uses in the area are largely made up of parks, open spaces and natural areas surrounded by residential development. Exceptions to this are the collection of commercial and mixed-use development located in the heart of the center, within the Crossroads area. As it exists, the Crossroads creates a number of public health impacts (odor, noise, vibration) impacting the area's under-served and under-represented communities. To address this the plan is centered around a commitment to health equity, which includes a commitment to improving the impacts from the built environment in and around the town center. Provisions for new development and infrastructure in the WPTC

Plan propose to improve these existing conditions and limit these off-site impacts with requirements such as: front building setbacks along street frontages providing opportunities for trees and landscaping to limit impacts when adjacent to non-residential uses; requirements for the preservation of existing trees and planting of large trees; vegetated buffers for sites adjacent to I-5 and Green Scapes on several streets to encourage landscaping and green design elements to buffer (pedestrians, residents and workers) from traffic. The WPTC Plan is therefore consistent with the directives of Policy 4.33.

**Policy 4.34. 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 4.35. 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.

**Policy 4.36. 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 4.37. 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 4.38. 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 4.39. 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 4.40. Telecommunication facility impacts.** Mitigate the visual impact of telecommunications and broadcast facilities near residentially zoned areas through physical design solutions.

132. **Finding:** Policies 4.34-4.40 provide direction regarding transitions between different types of land uses. For the most part, the WPTC Plan does not change any of the development standards that regulate these types of uses. The plan addresses Policies 4.36 and 4.38 and the potential impacts associated with noise, air quality and pollution, and light and glare on building occupants and natural areas through development standards which include, but are not limited to: freeway setback and screening requirements for sites in subdistricts A and B along the I-5 freeway and Citywide Design Guidelines and Standards which will address ways to design new buildings to shield tenants from these potential impacts.

The WPTC Plan is consistent with the directives of policies 4.34-4.40.



## Scenic resources

**Policy 4.41. 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 4.42. Scenic resource protection.** Protect and manage designated significant scenic resources by maintaining scenic resource inventories, protection plans, regulations, and other tools.

**Policy 4.43. Vegetation management.** Maintain regulations and other tools for managing vegetation in a manner that preserves or enhances designated significant scenic resources.

**Policy 4.44. Building placement, height, and massing.** Maintain regulations and other tools related to building placement, height, and massing to preserve designated significant scenic resources.

**Policy 4.45. 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.

133. **Finding:** The City has designated scenic resources in an adopted inventory and protects them through an overlay zone (Chapter 33.480) which addresses landscaping, setbacks, screening, building facades and tree removal. Although the WPTC Plan includes several provisions to recognize the topographic and scenic qualities of the area, including views to Mt. Hood and its various natural areas, it does not include any designated Scenic Resources recognized by the adopted inventory. The WPTC Plan does not change this program, therefore this policy does not apply.

## Historic and cultural resources

**Policy 4.46. 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 4.47. State and federal historic resource support.** Advocate for state and federal policies, programs, and legislation that would enable stronger historic resource designations, protections, and rehabilitation programs.

**Policy 4.48. 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 4.49. Resolution of conflicts.** Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to consider the character of the historic resources in the district.

**Policy 4.50. 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 4.51. City-owned historic resources.** Maintain City-owned historic resources with necessary upkeep and repair.

**Policy 4.52. Historic Resources Inventory.** Maintain and periodically update Portland's Historic Resources Inventory to inform historic and cultural resource preservation strategies.

**Policy 4.53. 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.

**Policy 4.54. Cultural diversity.** Work with Portland's diverse communities to identify and preserve places of historic and cultural significance.

**Policy 4.55. 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 4.56. 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 4.57. Economic viability.** Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.

**Policy 4.58. 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.

134. **Finding:** Historic resources are located in areas throughout the City, although there are no designated historic resources within the WPTC Plan area. Identified historic resources (Historic, Conservation, and National Register Landmarks; Historic, Conservation, and National Register Districts; and Significant Resources) are conserved by the City's Historic Resources overlay zone. The WPTC Plan amendments do not identify any new or remove any existing historic resources and the amendments do not affect any of the Historic Resource overlay zone regulations (City Code Chapter 33.445). Therefore, the WPTC amendments are consistent with these policies.

## Public art

**Policy 4.59. Public art and development.** Create incentives for public art as part of public and private development projects.

135. **Finding:** Policy 4.59 provides direction on public art with private development projects. WTPC Plan includes provisions which call for the inclusion of art that is by, or reflective of the town center's immigrant community, and that such art work should be chosen by

working with local residents and immigrant artists to incorporate culturally-based art, signage, wayfinding and events into public spaces (Actions 2&3, Goal 2B).

The WPTC Plan also addresses this policy in with the application of the Design Overlay, specifically, within the WPTC Character Statement. Macadam design recommendations, specifically, in the Macadam Character Statement. It specifies areas where art should be heavily considered and communicating some ideas that were expressed by community during the development of this statement. Therefore, the WPTC Plan is consistent with this policy. In the Citywide Design Guidelines, the language of Guidelines 02 and 06, encourage private development projects to meet guideline requirements by incorporating public art within site and building design. Guideline 02 encourages development to incorporate public art to integrate characteristics identified by the site history and the lived experience of communities. Guideline 05 also encourages the Designing spaces that can integrate opportunities for art, particularly in public outdoor areas and plazas. Alternatively, the Design Standards provide an optional standard to incorporate city approve public art (PR21). Therefore, the WPTC Plan is consistent with this policy.

## Resource-efficient design and development

**Policy 4.60. 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 4.61. 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 4.62. 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 4.63. 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 4.64. Deconstruction.** Encourage salvage and reuse of building elements when demolition is necessary or appropriate.

**Policy 4.65. Materials and practices.** Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy-efficient building practices.

**Policy 4.66. Water use efficiency.** Encourage site and building designs that use water efficiently and manage stormwater as a resource.

**Policy 4.67. Optimizing benefits.** Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.

**Policy 4.68. 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.

136. **Finding:** Policies 4.60 and 4.65 encourage the adaptive reuse of buildings and the use of natural, resource efficient and/or recycled material and energy-efficient building practices. New development on sites within the design overlay, as applied in the WPTC area, will be required to meet City Design Guideline 09, which encourages adaptive reuse of existing buildings, and designing buildings with flexible floor plates and taller ground floors will ensure that they last beyond today's users and needs. Development is also encouraged to utilize reclaimed and recycled materials, fixtures and features to help conserve valuable resources and integrate historic character. This guideline also provides guidance on how to implement energy-efficient building practices such as eco-roofs, rooftop solar panels and solar shades on windows.

The WPTC Plan's expansion of multi-dwelling and mixed-use zoning encourages smaller units and more attached units, which results in improved energy efficiency and is consistent with the policy of energy-efficient compact housing. According to studies conducted by the State DEQ, "Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of 'green certification'" [<https://www.oregon.gov/deq/FilterDocs/ADU-ResBldgLCA-Report.pdf>] Attached housing is also more energy efficient than detached forms of housing. According to the EPA, "fairly substantial differences are seen in detached versus attached homes [approximately 17.5% improved efficiency], but the most striking difference is the variation in energy use between single-family detached homes and multifamily homes [50% improved efficiency], due to the inherent efficiencies from more compact size and shared walls among units." [[www.epa.gov/sites/production/files/2014-03/documents/location\\_efficiency\\_btu.pdf](http://www.epa.gov/sites/production/files/2014-03/documents/location_efficiency_btu.pdf)]

The WPTC amendments are therefore consistent with the directives of policy 4.60, 4.61 and 4.65.

The WPTC Plan does not include any changes to building requirements related to materials, deconstruction, energy efficiency, housing size or any other issues identified in policies 4.62-4.64 and 4.66-4.68. These policies do not apply.

**Policy 4.69. Reduce carbon emissions.** Encourage a development pattern that minimizes carbon emissions from building and transportation energy use.

137. **Finding:** The WPTC includes many recommendations and actions that support expanding multi-modal options in the study area to reduce the reliance on automobiles. Implementation actions include the actions which rezone existing single dwelling areas and commercial areas to allow for increased residential and mixed use development near areas with access to services and transit, creating opportunities for walking, biking and taking transit to reduce carbon emissions. Provisions also call for funding to study and implement a plan for a new Green Ring, as a one way to reduce carbon emissions and improve conditions, connections and access to the center's existing and future Greenways. It is envisioned as a multi-modal circulation and recreation network, combining elements of the Neighborhood Greenways off street paths, trails, pedestrian bridges and sidewalks (Goal

1B). This system will be implemented incrementally to ensure it can be well integrated within the existing street network, carefully weaving together the town center's local streets, regional trails and newly proposed neighborhood greenways. These actions will reduce carbon emissions from transportation energy use in the area. The WPTC amendments also support a reduction in per-unit carbon emissions in residential buildings through expansion of multi-dwelling and mixed-use zoning, which supports compact housing that is more energy efficient and has reduced carbon emissions. Therefore, the WPTC plan is consistent with Policy 4.69.

**Policy 4.70. 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 4.71. Ecodistricts.** Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.

**Policy 4.72. 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.

138. **Finding:** The WPTC Plan does not include any changes related to energy districts, ecodistricts or energy-producing development, as identified in policies 4.70-4.72. These policies do not apply.

## Designing with nature

**Policy 4.73. 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 4.74. Flexible development options.** Encouraging 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 4.75. Low-impact development and best practices.** Encourage use of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure.

**Policy 4.76. 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 4.77. 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 4.78. 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.

139. **Finding:** Policies 4.73 through 4.77 provide direction regarding the interface between development and natural features and functions. The WPTC Plan addresses these designing with nature policies in a variety of ways. Amendments expand requirements for outdoor spaces and add requirements for large sites to include common areas, providing more space for trees and other green elements. Requirements for these new open spaces, such as plazas and courtyards, to include large trees or native vegetation will create larger green spaces that can better accommodate trees and habitat, forming a connective tissue of green spaces between the town center's existing natural areas and parks. These regulations provide flexibility in the locations of outdoor spaces and buildings, allowing site design responsive to the location of trees and native vegetation.

Other amendments provide incentives for preserving large trees by allowing development rights to be transferred to other sites in exchange for tree preservation. Amendments add new limitations on the size of surface parking lots and introduce limitations on residential driveway allowances, which will help limit urban heat impacts, allow for less impervious surface, and provide more opportunities for green spaces on multi-dwelling sites. Amendments also promote green infrastructure such as eco-roofs and stormwater planters as part of development. Amendments allowing for more efficient use of mixed-use zoned land and the rezoning of single-dwelling zones to multi-dwelling zones also help implement these policies, as the location of this land is almost entirely located outside of sensitive environmental areas and compact development in these zones allows more units to be located on a smaller amount of land, instead of spreading development and its impacts across a broad area.

Finally, Policy 4.78 promotes equitable access to nature. Plan provisions call for funding to study and implement a plan for a new Green Ring, as one way to promote equitable, safe and well-design physical access to nature. It is envisioned as a multi-modal circulation and recreation network, combining elements of the Neighborhood Greenways off street paths, trails, pedestrian bridges and sidewalks (Goal 1B). The Plan also calls for improved transportation facilities, including sidewalks and bikeways, further supporting access to parks and nature in the area. Other actions and amendments in the Plan support this policy by promoting visual access to nature where feasible, such as actions in Goal 1D to provide visual connections to Woods Memorial Park from the new SW Collins Street, and Barbur Transit Center redevelopment concept plans to include a publicly accessible viewpoint of Mt. Hood.

The application of the Design Overlay zone also supports these policies within the town center by incentivizing additional measures to protect and enhance natural resources. This includes guidelines that address the different pattern areas and natural corridors of the city and specific responses to natural resources in the area and onsite. The guidelines consider how buildings are sited, and how landscaping and green features are incorporated into the

design of development to reflect the local environmental context. The objective design standards include several standards to preserve trees and natural features, use native plants in landscaping, incorporate ecoroofs and bird safe glazing, and encourage the shading of parking areas. The WPTC Character Statement includes a section that provides guidance on how development should respond to and enhance the areas natural resources and features.

Therefore, the WPTC Plan is consistent with these policies.

## Hazard-resilient design

**Policy 4.79. 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 4.80. Geological hazards.** Evaluate slope and soil characteristics, including liquefaction potential, landslide hazards, and other geologic hazards.

**Policy 4.81. 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 4.83. Urban heat islands.** Encourage development, building, landscaping, and infrastructure design that reduce urban heat island effects.

**Policy 4.82. Portland Harbor Facilities.** Reduce natural hazard risks to critical public and private energy and transportation facilities in the Portland Harbor.

**Policy 4.84. Planning and disaster recovery.** Facilitate effective disaster recovery by providing recommended updates to land use designations and development codes, in preparation for natural disasters.

140. **Finding:** Policies 4.79 through 4.84 provide direction regarding the interface of development with natural hazards. WPTC Plan allows for more efficient use of commercial mixed-use zones and residentially zoned land within the town center which helps implement these policies. While entirely outside of any flood risk areas, the whole town center study area, like much of southwest Portland, is within the "Regulatory Landslide Hazard Area". Proposed changes to the allowed development capacity, or zoning, considered and used the various available data related to landslide hazard risk including historic landslide area and areas of steep slopes (20 percent or greater) to inform the proposal. Similarly, the role of infrastructure, particularly stormwater management and conveyance were important factors in considering zone changes. In addition, at the onset of the project, landslide hazard history and risk areas were evaluated prior to assigning the initial study area and the most hazard prone areas were excluded, particularly in the northwestern area near Woods Memorial Natural Area and to the south or southwest of study area.

As a result of these considerations, although there are areas of the town center with steep slopes that have been proposed for development capacity increases, the ones that are

receiving a Zoning Map change (known as Phase 1 map changes) should be able to be safely developed in conformance with city code and infrastructure improvement requirements. For example, areas currently developed and with steep slopes (20 percent or greater) but which have existing stormwater management infrastructure were deemed appropriate for additional development capacity. The areas where a Comprehensive Plan Map designation change is proposed, but not the Zoning Map (known as Phase 2 map changes), are pending further stormwater management and disposal analysis and planning before Zoning Map changes will allowed in order to ensure that they can be safely redeveloped.

The "Regulatory Landslide Hazard Area" designation requires additional site development review and requirements for new development, including site-specific investigation by a geo-technical professional. City programs that are deemed in compliance with Metro Title 3 requirements for erosion and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24), as well as the environmental overlay zones are unchanged by these amendments and will ensure any new development will be done in a way to protect people and property from hazards.

Regarding Policy 4.83, the verb "encourage", which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. Urban heat island effects are areas of a city that are significantly warmer than surrounding areas due to lack of trees and vegetation and that have hard surfaces that absorb and radiate heat, such as asphalt paving. The City Council interprets this policy to mean that the City should consider policies, programs and regulations that promote strategies to increase the tree canopy and vegetation; ecoroofs, cool roofs, and alternatives to asphalt for paved surfaces. The Crossroads area has existing conditions currently exacerbate the heat island effect in this town center, impacting the community including the area's under-served and under-represented communities. To address this the plan is centered around a commitment to health equity, which includes a commitment to reduce or mitigate the impacts of urban heat in the built environment within the town center. Provisions for new development and infrastructure in the WPTC Plan area will mitigate urban heat island risks with the creation of a new Plan District, which requires development in higher-density zones to meet standards for urban green features, open spaces and infrastructure. Redevelopment of the area will also decrease the amount of asphalt in existing large parking areas further mitigating heat island risks, given that asphalt contributes more to urban heat impacts than other surfaces. New regulations will require development in the WPTC plan district to incorporate urban green features, such as: landscaping with native plants to reflect the area's natural heritage; space for large trees to build upon the center's existing tree canopy; ecoroofs; and reflective surfaces to mitigate urban heat island impacts. Other provisions include: new limitations on the size of surface parking lots; reduced allowances for residential driveways; and provisions that expand outdoor space and common area requirements; all of which provide more space for trees and other green elements, thereby reducing the risk of urban heat impacts.

The application of the Design Overlay zone also supports these policies within its guidelines and standards. This includes Guideline 09 which states, 'design for resilience', including



creating buildings that are adaptable over time, conserve resources, use systems to minimize urban heat impacts, and methods to manage runoff to reduce flood risks. There are several design standards that encourage resilience, including preserving natural features and landscaping, shading of parking and increasing building resilience through ecoroofs and solar installations

Therefore, the WPTC Plan is consistent with these policies.

## Healthy food

**Policy 4.85. Grocery stores and markets in centers.** Facilitate the retention and development of grocery stores, neighborhood-based markets, and farmer’s markets offering fresh produce in centers.

**Policy 4.86. 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.

141. **Finding:** The WPTC Plan includes policies which support the retention and development of grocery stores and markets, including small, neighborhood-based retail food opportunities. WPTC Policy 23 encourages supporting existing grocers to stay in the town center and provide affordable healthy food choices that meet the residents’ diverse cultures. This policy is supported by Action 8 under goal 2C which tasks Prosper Portland with recruiting and retaining community serving retailers and small businesses such as a halal grocery store as part of the proposed Multicultural Hub development and support for existing grocers as key retail anchors in the WPTC. This policy is also supported by WPTC provisions for the Multicultural Hub subdistrict that limit the size of retail, but provide exceptions for grocery stores and shared marketplaces, both of which options support and prioritize access to food in the town center. Other provisions include plan district regulations that encourage new development to support small businesses and affordable commercial opportunities, which will provide more affordable commercial opportunities for small corner markets, food co-ops, etc (Action 4, Goal 1C). Therefore, WPTC Plan is consistent with Policies 4.85 through 4.86.

**Policy 4.87. Growing food.** Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.

**Policy 4.88. 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.

142. **Finding:** The WPTC Plan includes several provisions which speak to improving the health of existing communities in the town center, including increasing access to growing food and community gardens. WPTC Policy 22 was written to support and operationalize Policy 4.88, by encouraging development to seek co-location of community gardens with public school campuses. This is further supported by Action 4 under Goal 2E which tasks PPR, PPS and Neighborhood house to explore options for establishing community gardens. This action also encourages the engagement of immigrant communities to design and program

gardens in a culturally relevant manner, which would help increase opportunities for communities to grow food for personal consumption. Therefore, WPTC Plan is consistent with Policies 4.87 through 4.88.

## Chapter 5: Housing

**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.

143. **Finding:** The City's Housing Needs Analysis, which was adopted (Ordinance 185657) and acknowledged by LCDC on June 11, 2014, consists of five distinct reports that analyzed the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand. The Buildable Land Inventory (BLI), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017, identified the supply of land available to provide this needed housing. This demonstrated compliance with Statewide Land Use Goal 10. The WPTC Plan amendments expand the types, densities, and affordability levels of housing allowed in the West Portland Town Center by expanding the mapping of multi-dwelling zoning and bringing allowances for a greater diversity of housing types in an area of Portland where single-dwelling zoning is predominant. The additional multi-dwelling zoning provides more options for affordable housing through inclusionary housing regulations and by facilitating compact housing types that are less expensive than single-dwelling houses. The multi-dwelling zone regulations also provide development bonuses to encourage moderate income family housing and barrier-free units. The expanded mapping of multi-dwelling zoning also increases options for people to live in locations close to transit and other services.

**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.

144. **Finding:** City Council defines "equitable access to housing" as a goal to create housing that is accessible and affordable to a wide range of households, including people with disabilities, people of color, low-income households, diverse household types, and older adults. The WPTC Plan's Zoning Code and Zoning Map amendments bring regulatory approaches that contribute to equitable access to housing in a range of ways. One way the WPTC Plan helps achieve this is through regulatory provisions for Subdistrict D that encourage the preservation of existing affordable housing where many of the area's people of color live, as part of a broader effort to support housing stability for the area's many East African and other immigrant communities. The WPTC Plan also contributes to housing equity for low-income households by expanding where inclusionary housing regulations apply through expanding mapping of multi-dwelling and mixed-use zoning. The WPTC Plan prioritizes the inclusion of affordable housing as part of new development by making inclusionary housing a "gateway" bonus that must be used before residential development proposals can use other bonuses or FAR transfers. The WPTC Plan's expanded mapping of multi-dwelling zoning also supports housing for a diversity of household types through the wide range of housing types allowed in those zones, and through the regulatory incentives they provide for family housing and for visitable or accessible units that expand housing

options for people with mobility limitations, including older adults and people with disabilities.

**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.

145. **Finding:** The WPTC Plan is consistent with this goal as its Zoning Code and Zoning Map provisions contribute toward creating a town center that provides more options for people to live close to commercial and community services, jobs, transit and other transportation options. The WPTC Plan encourages concentrations of commercial and community services through expanded mapping of commercial/mixed-use zoning, through ground floor active use requirements, regulatory provisions in some areas that prioritize grocery stores and shared marketplaces, and affordable commercial requirements. The WPTC Plan supports jobs being located close to the area's housing through employment focus areas that prioritize employment uses. The WPTC Plan increases options for more people to live close to the West Portland Town Center's services and employment opportunities by expanding multi-dwelling zoning in the core area, which also allows more people to live close to the Barbur Transit Center, which serves as a transit hub for the area and provides connections to the rest of the city and region, and to potential future light rail transit.

**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.

146. **Finding:** As Council has found previously, City Council interprets this goal as to encourage the development of regulated affordable housing that provides long-term stability to low-income households. The rising cost of housing is a top concern across the city, as more people are finding it difficult to afford housing — whether they are buying or renting<sup>30</sup>. Between 2011 and 2018, the median home sale price citywide rose 60 percent — or more than \$150,000. And as of 2018, the median home sale price exceeded \$475,000 in more than half the neighborhoods in the city. In fact, to afford the median price home in Portland today, families must earn 130% to 160% of the median area income. By comparison, in 2011 a family earning 80% of the median area income could afford a median priced 2-bedroom home. The WPTC Plan amendments include five approaches to encourage the preservation and production of affordable housing: 1) expansion of where inclusionary housing provisions apply through expanded mapping of multi-dwelling and mixed-use zoning; 2) regulations that prioritize inclusionary housing — and therefore the provision of affordable housing units — as the means by which development can achieve greater development scale; 3) provisions that provide additional bonus scale for inclusionary housing projects on large sites in multi-dwelling zones; 4) Subdistrict D provisions that encourage the preservation of existing affordable apartment buildings; and 5) provisions that incentivize the use of transfers of development rights in exchange for preservation of existing affordable housing units by allowing sites receiving the additional development scale to be larger than would otherwise be possible. The affordable housing preservation provisions contribute to housing stability for residents otherwise vulnerable to increasing housing

costs, while the provisions that expand and prioritize inclusionary housing will allow for more regulated affordable housing that provides housing stability for low-income residents.

**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.

147. **Finding:** City Council defines “high-performance housing” to include housing that is developed with a lighter environmental impact (smaller carbon footprint, eco-friendly materials, longevity of construction, reducing waste, recycling). The WPTC Plan amendments expanding multi-dwelling and mixed-use zoning will allow for more compact, resource-efficient units in the West Portland Town Center. According to a study published by Oregon DEQ, A Life Cycle Approach to Prioritizing Methods of Preventing Waste from the Residential Construction Sector in the State of Oregon, of 30 different material reduction and reuse practices evaluated, reducing home size and multi-family living achieved the largest greenhouse gas reductions along with significant reductions in other impact categories. Reducing home size by 50 percent results in a projected 36 percent reduction in lifecycle greenhouse gas emissions. Reducing home size is a significant leverage point for environmental impact reduction and may be equivalent to achieving minimum levels of “green” certification. The Plan’s inclusionary housing provisions and affordable housing preservation approaches will allow for people of a wide range of income levels to afford this compact, resource-efficient housing. In addition, amendments also encourage new development to include green features such as ecoroofs, cool roofs, area for large trees and landscaping with native plants will which also further support high-performance housing in the town center by contributing to greater energy efficiency and reduced environmental impacts.

## Diverse and expanding housing supply

**Policy 5.1. Housing supply.** Maintain sufficient residential development capacity to accommodate Portland’s projected share of regional household growth.

148. **Finding:** The verb “maintain” is defined in the 2035 Comprehensive Plan as to keep what you have, conserve, continue. The City Council defines “sufficient residential development capacity” as having more capacity than the 20-year growth forecast, as required by Statewide Planning Goal 10. Further, the City Council finds that increasing development capacity beyond what is needed is desired to provide capacity over a longer planning horizon; as well as locational and housing type choice. The WPTC Plan’s Zoning Map amendments are estimated to increase the capacity for residential household growth in the town center by roughly 3,500 units. This change provides more flexibility for a greater diversity of housing types and expands opportunity for residential development close to services and transit.

**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).

149. **Finding:** The verb “strive” is defined in the 2035 Comprehensive Plan as to work to achieve over time. The City Council interprets this policy as a performance measure that requires the

City to monitor how much residential growth is occurring compared to the rest of the region. The WPTC Plan's Zoning Map amendments are estimated to increase the capacity for residential household growth in the town center by roughly 3,500 units in the next 20 to 30 years and will contribute to Portland's share of the region's residential growth.

**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.

150. **Finding:** The WPTC Plan's Zoning Map amendments increase housing capacity in the West Portland Town Center by an estimated 3,500 units. The WPTC Plan amendments include five approaches to increase the production and supply of housing for low- and moderate-income households: 1) expansion of where inclusionary housing provisions apply through expanded mapping of multi-dwelling and mixed-use zoning; 2) regulations that prioritize inclusionary housing – and therefore the provision of affordable housing units – as the means by which development can achieve greater development scale; 3) provisions that provide additional bonus scale for inclusionary housing projects on large sites in multi-dwelling zones; 4) and increased multi-dwelling zoning that provides options for housing types that are less expensive than single-dwelling zoning and that include bonuses for moderate-income family housing.

**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.

151. **Finding:** "Encourage" is defined in the Comprehensive Plan as "promote or foster using some combination of voluntary approaches, regulations, or incentives." Furthermore, the Comprehensive Plan includes a definition of "expand." "Expand" means to "make something that already exists more extensive." The WPTC Plan amendments promote housing diversity that can help meet the evolving needs of Portland households and expand housing options by extending multi-dwelling and mixed-use zoning in an area of Portland where single-dwelling zoning predominates. The multi-dwelling zoning being expanded in the WPTC area—the RM1 and RM2 zones—provide for a wide range of housing types, include compact detached and attached houses, plexes, courtyard housing, apartment buildings of a range of types and scales, modular housing, and live-work housing. In combination with these opportunities, multi-dwelling zone bonuses for moderate-income family housing and for barrier-free units encourage a range of housing types for households with a diversity of needs and abilities.

**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.

152. **Finding:** The WPTC Plan expands multi-dwelling and mixed-use zoning in the West Portland Town Center, which will expand housing options – especially multi-dwelling

options – in an area of the City where single-dwelling zoning predominates. The Council interprets “family friendly housing” to include housing units that contain multiple bedrooms and include additional features critical for families, i.e., spaces where family members can gather for meals and other activities, and where children can play and engage in other activities such as homework; and have easy access to outdoor play and recreation space. The multi-dwelling zone bonuses, which will be applicable more broadly in the town center, include a development bonus for moderate-income three-bedroom units, affordable to households earning no more than 100 percent of area median income, to promote family-sized units as part of the diverse mix of housing in the multi-dwelling zones, including in centers such as West Portland. WPTC Plan provisions in mixed-use zones that require urban green features, such as outdoor space, as well provisions that require rear yards or courtyards in multi-dwelling zones also support family housing, by promoting outdoor space that can provide play space and recreation opportunities for families.

**Policy 5.6. Middle housing.** Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed-use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

153. **Finding:** The predominant multi-dwelling zoning that the WPTC Plan amendments apply in areas outside the core commercial/mixed use area is RM1 and RM2, which will contribute to expanding options for middle housing, as plexes, townhouses, clustered housing, and small apartment buildings are the most commonly built housing types in these low-rise multi-dwelling zones. These zones also provide a transition in scale between the commercial-mixed zones in the core of the center and the surrounding single-dwelling areas. All of the properties receiving multi-dwelling zoning or Comprehensive Plan Map designations located are within the boundaries of the West Portland Town Center and most are within a quarter-mile of the town center’s core commercial areas or are close to the Barbur Boulevard or Capitol Highway corridors.

**Policy 5.7. 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.

154. **Finding:** The WPTC Plan amendments support the preservation and adaptation of existing affordable apartment buildings through plan district Subdistrict D provisions that encourage their preservation by limiting redevelopment potential. Within their existing scale of buildings, the housing preservation-focused regulations retain the flexibility to make modification and adaptations to buildings. The WPTC Plan’s expanded multi-dwelling zoning provides incentives for visitable or physically-accessible units so that more housing can flexibly accommodate residents of a variety of ages and abilities.

**Policy 5.8. 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 5.9. Accessible design for all.** Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, using Universal Design Principles.

155. **Finding:** Policies 5.8 and 5.9 are addressed and supported by the WPTC Plan’s expanded multi-dwelling zoning, which provides incentives for visitable and physically-accessible units that offer more housing options and remove access barriers for people with disabilities or mobility limitations. Furthermore, the expanded multi-dwelling zoning and its accessibility provisions apply within a designated center and close to the Barbur Transit Center, facilitating physically-accessible housing close to services and transit. This is also promoted by the town center’s mixed-use zoning, as multi-level buildings in such zones often include elevators and accessible or adaptable units.

**Policy 5.10. 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.

156. **Finding:** The Comprehensive Plan defines “foster” to mean “encourage or guide the incremental development of something over a long period of time.” City Council interprets the phrase “inclusive communities” to mean communities that have a diversity of people in terms of race, ethnicity, gender, sexual orientation, socio-economic status, age, physical abilities, religious beliefs, political beliefs, or other characteristics. The WPTC Plan amendments encourage and enhance inclusive communities and housing choice for people in protected classes and address disparities by increasing incentives for affordable housing, including supporting the preservation of existing affordable housing through Subdistrict D provisions and enhanced housing preservation density/FAR transfer allowances. The existing affordable apartments in Subdistrict D provide homes for the WPTC’s households of color, including its East African and other immigrant communities. The housing preservation provisions are intended to contribute to housing stability for these households. The WPTC Plan’s expansion of multi-dwelling zoning will also foster inclusive communities by adding new options for a range of multi-dwelling and other less-expensive housing types, and include inclusionary housing provisions in areas that had been limited to single-family houses. This will expand housing options in the town center for low-income households, who in the West Portland town center area are disproportionately people of color. The WPTC Plan’s affordable housing preservation provisions and its expanded application of multi-dwelling zoning and inclusionary housing will help maintain and expand access to relatively affordable housing, especially for historically inequitably-burdened communities of color, underserved and underrepresented communities, and other vulnerable populations.

## Housing access

**Policy 5.11. 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.



157. **Finding:** The WPTC Plan amendments remove regulatory barriers to housing choice by applying multi-dwelling zoning in areas that had previously had single-dwelling zoning that allowed only a limited range of housing options. The multi-dwelling zones allows a broad range of housing types and include provisions that address affordability and accessibility, and provide these new housing options in locations close to transit and other services.

**Policy 5.12. 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 5.13. Housing stability.** Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

**Policy 5.14. Preserve communities.** Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.

**Policy 5.15. 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.

**Policy 5.16. 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.

158. **Finding:** The City Council interprets Policies 5.12 to 5.16 as requiring evaluation and analysis as to who will benefit and who will be burdened by a planning decision, including amendments to the Comprehensive Plan, the Comprehensive Plan Map, the Zoning Code, and the Zoning Map. For the WPTC Plan amendments, the Council interprets “involuntary displacement” to occur when a resident is forced to relocate due to factors that are beyond the resident’s control, including but not limited to increased rents and decisions by landlords to redevelop property. Analysis and community conversations undertaken as part the WPTC Plan process indicated that a large portion of the area’s households of color and low-income households live in older apartments in the West Portland Park neighborhood and in other nearby older apartment complexes. These older apartment buildings provide affordable housing options for the area’s many East African and other immigrant communities, but are unregulated and could be vulnerable to redevelopment pressures that would accompany the possible light rail alignment under consideration for the SW Corridor, or to other changes related to increased housing costs and redevelopment pressures in the area. To limit displacement and provide housing stability for the area’s communities of color and other vulnerable communities, the WPTC Plan prioritizes the preservation of these existing low-cost apartment buildings by not allowing new development to be larger than the existing housing to reduce incentives for redevelopment. The WPTC Plan also provides

incentives for the preservation of this existing unregulated affordable housing, such as through allowances for unused development potential to be transferred or sold to other properties in exchange for keeping units affordable (at a level affordable to households earning no more than 60 percent of median household income). The WPTC Plan also has provisions intended to contribute to stability for the area's communities of color and other vulnerable communities through provisions that promote access to economic opportunity, such as through the designation of employment focus areas with regulations that prioritize employment uses, requirements for affordable commercial space as part of new large commercial developments, and provisions that prioritize creating a shared marketplace for small vendors in the town center's Multicultural Hub. Project staff have also been working with the Portland Housing Bureau and community partners to explore opportunities for acquisition of existing older apartment buildings for long-term affordable housing. The WPTC Plan also works to provide for housing stability for low-income households in the long-term and increase the supply of affordable housing by expanding where inclusionary housing regulations apply through broader mapping of multi-dwelling and mixed-use zoning, and by prioritizing the inclusion of affordable housing as part of new development by making inclusionary housing a "gateway" bonus for any other increases in development scale. The City Council finds that these measures are sufficient to mitigate the anticipated impacts to protected classes and low-income households, contribute to housing stability, help preserve communities, and help create permanently affordable housing options for those households that might be displaced due to redevelopment enabled by the WPTC Plan amendments or associated infrastructure improvements.

**Policy 5.17. 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.

159. **Finding:** The Zoning Code has no provisions for land banking and this policy does not require land banking to be addressed in the Zoning Code. The WPTC Plan amendments do not change this and do not affect other implementation approaches to land banking. The WPTC Plan amendments do support the creation of more affordable housing units (with bonus FAR incentives) on sites that are currently held or may be acquired in the future for affordable housing development.

**Policy 5.18. 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.

160. **Finding:** The WPTC Plan was informed by the Southwest Corridor Equitable Housing Strategy (2018). As part of the SW Equitable Development Strategy, the strategy set goals and provided a roadmap to align policies and housing investments to prevent displacement of vulnerable households and increase housing choices for all people over the next ten years. The goal is to maintain the area's vulnerable communities, rather than rebuild them. To limit displacement and provide housing stability for the area's communities of color, the WPTC Plan prioritizes the preservation of existing low-cost apartment buildings by not

allowing new development to be larger than the existing housing to reduce incentives for redevelopment. The WPTC Plan also provides incentives for the preservation of this existing unregulated affordable housing, such as through allowances for unused development potential to be transferred or sold to other properties in exchange for keeping units affordable (at a level affordable to households earning no more than 60 percent of median household income).

**Policy 5.19. 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.

161. **Finding:** The WPTC Plan’s expansion of multi-dwelling zoning allows for a diverse range of housing types, including single-level housing units that can allow older adults to remain in their communities when houses with stairs may no longer accommodate their needs. The expanded multi-dwelling zoning also provides incentives for visitable and physically-accessible units that are intended to offer more options and remove access barriers for people of all ages and abilities. The multi-dwelling and mixed-use zones inclusionary housing provisions encourage development of affordable units available to households earning 80% or less of the median family income, which is important for seniors on fixed incomes. The increased range of housing types allowed in the multi-dwelling zones also broadens the diversity of housing options available to older adults as they choose to transition from larger detached houses.

## Housing location

**Policy 5.20. 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.

162. **Finding:** Analysis and community conversations undertaken as part the WPTC Plan process indicated that a large portion of the area’s households of color and low-income households live in older apartments in the West Portland Park neighborhood and in other nearby older apartment complexes. These older apartment buildings provide low-cost housing options for the area’s many East African and other immigrant communities, but are unregulated and could be vulnerable to redevelopment pressures that would accompany the possible light rail alignment under consideration for the SW Corridor, or to other changes related to increased housing costs and redevelopment pressures in the area. In order to limit displacement and provide housing stability for the area’s communities of color and other vulnerable communities, the WPTC Plan prioritized the preservation of these existing low-cost apartment buildings by not allowing new development to be larger than the existing housing to reduce incentives for redevelopment. The WPTC Plan also provides incentives for the preservation of this existing unregulated affordable housing, such as through allowances for unused development potential to be transferred or sold to other properties in exchange for keeping units affordable (at a level affordable to households earning no more than 60 percent of median household income). Project staff have also been working with the Portland Housing Bureau and community partners to explore opportunities for acquisition of existing older apartment buildings for long-term affordable housing.

**Policy 5.21. 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.

163. **Finding:** The City Council interprets this policy to provide guidance to public investment decisions to improve access to opportunity as part of meeting goals to enhance more neighborhoods to become “complete neighborhoods”. As described in the 2035 Comprehensive Plan (page I-15), complete neighborhoods are places where people have safe and convenient access to the goods and services needed in daily life. Analysis and community conversations undertaken as part the WPTC Plan process indicated that a large portion of the area’s households of color and low-income households live in older apartments in the West Portland Park neighborhood south of Barbur Boulevard. Besides preserving this existing low-cost housing, the WPTC Plan intends to improve access to economic opportunity for the area’s communities of color and other vulnerable communities through the designation of employment focus areas with regulations that prioritize employment uses, requirements for affordable commercial space as part of new large commercial developments, and provisions that prioritize creating a shared market place for small vendors in the town center’s Multicultural Hub. The WPTC Plan’s actions and design concepts support access to active transportation through improved access to the Barbur Transit Center and through improved bicycle and pedestrian connections connecting to area services, schools, and parks. The WPTC Plan’s Zoning Map amendments expand multi-dwelling zoning and options for inclusionary housing close to Jackson Middle School and Markham Elementary School, with the quality educational opportunities and recreational resources these schools provide.

**Policy 5.22. 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.

164. **Finding:** The WPTC Plan expands multi-dwelling and affordable housing options in an area with relatively high access to opportunity, especially in the context of Southwest Portland, as this expanded multi-dwelling zoning is located in a designated town center with commercial services, the Barbur Transit Center, and employment opportunities. The expanded multi-dwelling and inclusionary housing options are also in locations where most properties are within a half-mile of a park or natural area, and the town center includes quality schools and a library, and is close to Portland Community College Sylvania Campus.

**Policy 5.23. 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.

165. **Finding:** The WPTC Plan helps implement this policy, as it expands options for higher-density housing in the West Portland Town Center by expanding multi-dwelling and mixed-use zoning. These zones also expand opportunities for affordable housing in the town center through inclusionary housing and other affordable housing provisions; and promote

accessibility through a bonus for physically-accessible units and the potential for multi-level buildings with elevators and accessible or adaptable units.

**Policy 5.24. 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.

166. **Finding:** David Douglas School District (DDSD) is the only school district in Portland with an adopted school facility plan. This criterion does not apply as the WPTC Plan is not located within a school district that has an adopted school facility plan that has been acknowledged by the City of Portland.

## Housing affordability

**Policy 5.25. 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.

167. **Finding:** The WPTC Plan includes affordable housing provisions, related both to the preservation and production of affordable housing, that facilitate projects by affordable housing providers. Affordable housing providers were involved as part of the WPTC planning process, including Community Partners for Affordable Housing and Neighborhood House. The WPTC Plan was also informed by the Southwest Corridor Equitable Housing Strategy, which involved a range of affordable housing providers such as REACH and Home Forward, and affordable housing funding organizations such as the Network for Oregon Affordable Housing.

**Policy 5.26. 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.

168. **Finding:** The WPTC Plan amendments include three provisions to encourage the production of affordable housing that will be affordable to households in the 0 to 80 percent MFI range: 1) expansion of where inclusionary housing provisions – targeted to households earning up to 80 percent of median household income – apply through expanded mapping of multi-dwelling and mixed-use zoning; 2) regulations that prioritize inclusionary housing – and therefore the provision of affordable housing units – as the means by which development can achieve greater development scale; and 3) provisions that provide additional bonus scale for inclusionary housing projects on large sites in multi-dwelling zones. These changes are expected to encourage the production of new regulated affordable housing that will support meeting this target.

**Policy 5.27. Funding plan.** Encourage development or financial or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.

169. **Finding:** As of August 1, 2016, the City of Portland adopted a one-percent affordable housing construction excise tax to support the production of affordable housing. The WPTC Plan amendments do not directly affect this program or any other funding program to support the production of affordable housing. The WPTC Plan amendments do include

regulatory mechanisms, such as the expansion of areas with zoning subject to inclusionary housing requirements, to support the production of affordable housing.

**Policy 5.28. 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.

170. **Finding:** Council interprets this policy to apply to ongoing intergovernmental coordination, and not a directive to be applied with each land use plan amendment. This policy is not applicable.

**Policy 5.29. Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.

171. **Finding:** The 2035 Comprehensive Plan defines permanently-affordable housing as units that will remain affordable to a low-income household, such as housing that is owned and maintained by a public agency or a nonprofit organization. The WPTC Plan amendments include three significant incentives to encourage the production of permanently-affordable housing: 1) expansion of where inclusionary housing provisions apply through expanded mapping of multi-dwelling and mixed-use zoning; 2) regulations that prioritize inclusionary housing – and therefore the provision of affordable housing units – as the means by which development can achieve greater development scale; and 3) provisions that provide additional bonus scale for inclusionary housing projects on large sites in multi-dwelling zones. These changes are expected to encourage the production of new regulated, permanently affordable housing that will support meeting this target.

**Policy 5.30. 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.

172. **Finding:** The WPTC Plan amendments expanding the mapping of multi-dwelling zones, which allow a wide range of compact housing types that are less costly than the single-dwelling housing that predominate within the area's single-dwelling zoned areas.

The WPTC Plan's expansion of multi-dwelling and mixed-use zoning generally supports reduced household transportation costs because they will allow more people to live close to transit, including the Barbur Transit Center, making transit a more feasible option for more residents, which can reduce reliance on more expensive automobile transportation.

The WPTC Plan's expansion of multi-dwelling and mixed-use zoning generally supports reduced utility costs by encouraging smaller units and more attached units. According to studies conducted by the State DEQ, "Reducing home size is among the best tier of options for reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of 'green certification'"

**Policy 5.31. 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.

**173. Finding:** The WPTC Plan expands multi-dwelling and affordable housing options in an area with relatively high access to opportunity, especially in the context of Southwest Portland, as the expanded multi-dwelling zoning is located in a designated town center with commercial services, employment opportunities, and the Barbur Transit Center – providing transit access to the Central City’s employment opportunities. The expanded multi-dwelling and inclusionary housing options are also in locations where most properties are within a half-mile of a park or natural area, and the town center includes quality schools and a library, and is close to Portland Community College Sylvania Campus.

**Policy 5.32 Affordable Housing in Centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.

**174. Finding:** The WPTC Plan amendments are consistent with this policy by allowing a greater diversity of housing types in the West Portland Town Center. The Zoning Map amendments include rezoning to multi-dwelling zoning (RM1 and RM2) from single-dwelling zoning, which in the past primarily produced detached single-dwelling houses. The expanded multi-dwelling zoning will allow a broader range of housing types, such as attached houses, townhouses, apartment buildings, and clustered housing. Development in the multi-dwelling zones can be rentals in a variety of housing types and configurations, or can be ownership housing, such as condominiums or fee-simple ownership housing, such as attached houses on individual lots. The WPTC Plan amendments also promote income diversity through Subdistrict D housing preservation provisions, oriented to preserving existing low-cost apartments, and through prioritization in the multi-dwelling and mixed-use zones of affordable housing bonuses, such as inclusionary housing bonuses that allow for market-rate units along with the bonus requirements for affordable units, and through deeper housing affordability bonus provisions that allow for both rental and ownership housing options. Housing type diversity is also promoted by multi-dwelling zone bonuses for projects that include three-bedroom units affordable to moderate income households.

**Policy 5.33. 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.

**175. Finding:** This policy is only relevant to the Central City, which is not part of the WPTC Plan project. This policy does not apply.

**Policy 5.34. 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.

**176. Finding:** This policy does not apply because it concerns affordable housing funding sources and mechanisms, which are not addressed by zoning code regulations that are the focus of the WPTC Plan amendments.

**Policy 5.35. Inclusionary housing.** Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing.

**177. Finding:** The WPTC Plan amendments expand the use of inclusionary housing tools in conjunction with the production of market-rate housing in three ways: 1) expansion of where inclusionary housing provisions apply through expanded mapping of multi-dwelling and mixed-use zoning; 2) regulations that prioritize inclusionary housing – and therefore the provision of affordable housing units – as the means by which development can achieve greater development scale; and 3) provisions that provide additional bonus scale for inclusionary housing projects on large sites in multi-dwelling zones.

**Policy 5.36. 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.

**178. Finding:** An economic feasibility analysis was undertaken as part of the WPTC Plan to understand the impacts of the Plan’s Zoning Code and Map amendments on development feasibility. The analysis found that existing market conditions in the area were not attractive for for-profit development of rental housing development in the current market cycle, regardless of the amended zoning and regulations. However, the analysis found that non-profit development of rental housing, as well as for-profit and non-profit development of for-sale housing, does look to be achievable. The Planning and Sustainability Commission removed some regulatory standards from the original WPTC Plan proposal in order to limit regulations that add costs to housing development. The WPTC Plan amendments, including rezoning from single-dwelling to multi-dwelling zoning, will allow for more economically-diverse residential areas in the town center due to the greater diversity of housing allowed. The WPTC Plan’s expansion of where inclusionary housing provision apply, through expanded mapping of multi-dwelling and mixed-use zoning, will also promote economically-diverse housing and residential areas, as these provisions allow for a mix of market-rate housing in combination with affordable units.

**Policy 5.37. Mobile home parks.** Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.

**179. Finding:** Existing mobile home parks are zoned RMP (Residential Manufactured Dwelling Park), which are not affected by these amendments. Therefore, this policy does not apply to the WPTC Plan amendments.

**Policy 5.38. 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.

**180. Finding:** The WPTC Plan amendments are consistent with this policy as the expanded mapping of multi-dwelling and mixed-use zoning will allow for increased opportunities for the development of moderate-income housing close to the Barbur Transit Center and the connections it provides to city and regional destinations, including the region’s highest



concentration of employment opportunities in the Central City. The expanded multi-dwelling and mixed-use zoning close to the Barbur Transit Center will allow for development of a wide range of housing types that are less expensive than the limited range of housing types allowed in the single-dwelling zones, and the greater numbers of units allowed in the new zoning will allow for more moderate-income households to live close to transit. The expanded applicability of inclusionary housing provisions, in conjunction with the broader mapping of the multi-dwelling and mixed-use zoning, also promotes housing affordable to moderate-income households by providing options for inclusionary housing requirements to be met through units affordable to households earning up to 80 percent of median household income, and through a multi-dwelling zone bonus for moderate income family housing, affordable to households earning up to 100 percent of median household income.

**Policy 5.39. Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

181. **Finding:** The WPTC Plan's expansion of multi-dwelling zoning will allow for a greater range of small single-family houses, including various configurations of compact attached houses and clusters of small detached houses. The multi-dwelling zones allow for various combinations of clusters of small detached or attached houses, including housing oriented to shared courts, that are not allowed in the single-dwelling zones. The expanded multi-dwelling zoning also supports the preservation of existing houses by providing flexibility for internal conversions and for the addition of accessory dwelling units and other unit types.

**Policy 5.40. Employer-assisted housing.** Encourage employer-assisted affordable housing in conjunction with major employment development.

182. **Finding:** The WPTC Plan's expansion of multi-dwelling and mixed-use zoning increase density and provide for affordable housing density bonuses that could be utilized by a major employer to provide employer-assisted affordable housing.

**Policy 5.41. 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 5.42. Homeownership retention.** Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.

**Policy 5.43. 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.

183. **Finding:** Council finds that Policies 5.41 through 5.43 all aim to support opportunities for homeownership for all Portlanders, including historically under-served and under-represented Portlanders. The WPTC Plan amendments remove regulatory barriers to a variety of housing types and tenures through the expanded mapping of multi-dwelling and mixed-use zoning, which allow for a wide variety of housing and ownership arrangements,

including condominiums, cooperatives, fee-simple lots, community land trust models, and other ownership arrangements. Furthermore, the WPTC Plan's expansion of multi-dwelling zoning supports homeownership opportunities through expanded availability of the deeper housing affordability bonus, which provides development incentives for projects that provide ownership housing affordable to households earning no more than 80 percent of area median income. Another development bonus, for moderate-income three-bedroom units affordable to households earning no more than 100 percent of area median income will also facilitate the development of ownership housing in the multi-dwelling zones.

**Policy 5.44. 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 5.45. 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.

184. **Finding:** Council finds that Policies 5.44 through 5.45 address how the City engages with Metro and other jurisdictions in the Portland region on housing issues. The WPTC Plan amendments are one strategy to encourage higher-density housing by providing for a wider range of housing types that can help maintain lower-cost market-rate housing in Portland that will help the City meet its housing needs and serve as an example for other jurisdictions in the region.

## Homelessness

**Policy 5.46. 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.

185. **Finding:** The WPTC Plan's expansion of multi-dwelling and mixed-use zoning allow a greater range of housing arrangements within the housing continuum than is the case in the single-dwelling zones that predominate in the area. The multi-dwelling and mixed-use zones allow for a broader range of transitional housing types, including a variety of shelter arrangements, that are limited to conditional uses or in conjunction with institutional uses in the single-dwelling zones. The expanded multi-dwelling and mixed-use zoning also has greater allowances for Group Living housing, including arrangements that include supportive services, allowances for which are much more limited in the single-dwelling zones. The WPTC Plan amendments therefore are consistent with this policy in expanding zoning that provides for more flexibility for transitional housing, Group Living, supportive services, and other housing arrangements.

## Health, safety, and well-being

**Policy 5.47. 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.

186. **Finding:** The WPTC Plan includes Zoning Code amendments to encourage multi-dwelling and other housing that support healthy, active living and that help minimize urban heat island impacts that can negatively impact health. These include requirements in the multi-dwelling zones for contiguous outdoor space (deep rear setbacks or courtyards) and urban green feature options for vegetated outdoor space as part of mixed-use zone development, which helps support physical and mental health and help reduce urban heat island impacts. This policy is also addressed by provisions for ecoroofs, reflective roof surfaces, and operable windows; the first two of which help minimize urban heat island impacts, while operable windows allow residents to regulate interior temperatures without relying on mechanical systems. The WPTC Plan's expansion of multi-dwelling and mixed-use zoning close to the Barbur Transit Center also support active living by allowing more residents to be able to walk to access transit.

**Policy 5.48. Housing safety.** Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.

187. **Finding:** The WPTC Plan amendments primarily concern Zoning Code regulations that do not regulate interior building materials or construction. The amendments neither regulate such features nor create barriers to maintaining or creating housing free of hazardous materials.

**Policy 5.49. 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.

188. **Finding:** The WPTC Plan amendments address this policy by including requirements for increased amounts of outdoor space in the multi-dwelling and mixed-use zones. This is achieved through requirements in the multi-dwelling zones for contiguous outdoor space (deep rear setbacks or courtyards) and through urban green feature options for vegetated outdoor space as part of mixed-use zone development. Other regulations address noise and air quality impacts by requiring the planting of large evergreen trees in conjunction with development adjacent to the I-5 Freeway, which will help screen residential areas from freeway noise and air quality impacts.

**Policy 5.50. 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.

189. **Finding:** The WPTC Plan's expansion of multi-dwelling and mixed-use zoning encourages smaller units and more attached units, which results in improved energy efficiency and is consistent with the policy of creating high-performance housing. According to studies conducted by the State DEQ, "Reducing home size is among the best tier of options for

reducing waste generation in the Oregon housing sector, while simultaneously achieving a large environmental benefit across many categories of impact...Reduction in home size is a significant leverage point for impact reduction [including non-renewable energy use] and may be a more effective measure than achieving minimum levels of 'green certification'" [<https://www.oregon.gov/deq/FilterDocs/ADU-ResBldgLCA-Report.pdf>] Attached housing is also more energy efficient than detached forms of housing. According to the EPA, "fairly substantial differences are seen in detached versus attached homes [approximately 17.5% improved efficiency], but the most striking difference is the variation in energy use between single-family detached homes and multifamily homes [50% improved efficiency], due to the inherent efficiencies from more compact size and shared walls among units." [[www.epa.gov/sites/production/files/2014-03/documents/location\\_efficiency\\_btu.pdf](http://www.epa.gov/sites/production/files/2014-03/documents/location_efficiency_btu.pdf)]

**Policy 5.51. 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.

190. **Finding:** The WPTC Plan includes Zoning Code amendments that encourage multi-dwelling and other housing that support healthy, active living. These include requirements in the multi-dwelling zones for contiguous outdoor space, such as deep rear setbacks or courtyards, that can serve as recreation space, common areas, or for community gardens. Healthy, active living is also promoted by the WPTC Plan's urban green feature options for including vegetated outdoor space as part of mixed-use zone development. The WPTC Plan's expansion of multi-dwelling and mixed-use zoning also allows for broader utilization of these zones' allowances for indoor community facilities, such as community kitchens and recreation rooms, to meet some requirements for outdoor/recreation facilities.

**Policy 5.52. Walkable surroundings.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.

191. **Finding:** The WPTC Plan amendments are consistent with this policy by expanding multi-dwelling zoning in residential areas, which brings with it increased requirements for pedestrian pathways and bicycle parking as part of development, and also includes regulations for pedestrian connectivity as part of development on large sites. The WPTC Plan amendments encourage greater street and pedestrian connectivity on large sites in the Barbur Transit Center area, through making the Planned Development bonus the only bonus option in this area, which brings requirements for master planning that meets street connectivity standards and provides publicly-accessible open space.

**Policy 5.53. 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.

192. **Finding:** The WPTC Plan amendments include provisions in the multi-dwelling and mixed-use zones for shared courtyards and other common outdoor spaces, which support interaction among residents and helps reduce social isolation. Other WPTC Plan amendments for commercial and residential corridors require design features supportive of

more pedestrian-friendly streetscapes, such as limitations on front parking and enhanced requirements for ground-floor windows, in order to create conditions that support more walking and opportunities to interact with neighbors. The expanded multi-dwelling and mixed-use zoning also brings regulations that support the provision of indoor spaces, such as community rooms, as part of housing development, which can help reduce social isolation for residents during times of the year when outdoor activity is limited.

**Policy 5.54 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.

193. **Finding:** The WPTC Plan amendments do not alter regulations establishing tenant protections including required relocation assistance when properties are sold and/or redeveloped (PCC 30.01.085). The Subdistrict D regulations are consistent with this policy as they are intended to help provide stability for residents of existing low-cost rental housing by limiting development allowances that can contribute to redevelopment and displacement of residents. The Subdistrict D regulations also support this policy by creating an incentive for the preservation of the affordability of existing low-cost housing by allowing unused development capacity to be transferred or sold to other sites in exchange for preserving the affordability of existing housing units, and by allowing development receiving this transferred development capacity to be larger than would otherwise be permitted.

## Chapter 6: Economic Development

**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.

194. **Finding:** The City Council interprets this goal to apply to the city as whole and not to individual businesses or sectors of business. The City Council interprets this goal to mean that Portland has a strong economy with employment opportunities for a diverse population. The City Council finds that an important factor in a diverse economy is to provide access to job opportunities across a wide range of wage scales, especially middle wage jobs. The WPTC Plan amendments apply primarily to only the West Portland Town Center and will have a minimal impact on the city's overall economy. However, the WPTC Plan amendments are consistent with this goal as they include Comprehensive Plan and Zoning Map amendments that increase the amount of commercial/mixed-use zoning in the West Portland Town Center and designate an Employment Focus Area, which support commercial services and employment opportunities in an area with many lower-income households and people of color.

**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.

195. **Finding:** The WPTC Plan amendments are consistent with this goal as they include Comprehensive Plan and Zoning Map amendments that increase the amount of commercial/mixed-use zoning in the West Portland Town Center and designate an Employment Focus Area, which will contribute to maintaining an adequate supply of employment land in Portland. The growth analysis undertaken for the WPTC Plan estimates that the proposed amendments increase employment capacity by an additional 3,000 jobs. The proposed infrastructure components, outlined in Volume 1 of the WPTC Plan, provide guidance on future public infrastructure, such as street improvements and stormwater facilities, that will serve the town center's commercial areas once implemented.

**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.

196. **Finding:** The WPTC Plan amendments are consistent with this goal in a number of ways. The WPTC Plan's Zoning Code and Map amendments support the growth of the West Portland Town Center business district by expanding the amount of land with commercial/mixed-use zoning, which will provide additional opportunities for businesses; by commercial corridor regulations that require ground-floor active uses to support the continuity of commercial activity along key corridors; and by designating an Employment Focus Area that ensures the continued commercial and employment focus of the portions of the business district where they apply. The WPTC Plan amendments also support this goal by increasing opportunities for more people to live near the West Portland Town Center business district by expanding multi-dwelling zoning in adjacent areas, which will serve to increase the local customer base. Furthermore, the WPTC Plan amendments are consistent with this goal as they include provisions that strengthen the identity of the West Portland Town Center businesses district as one that reflects multicultural population of the area as well Southwest Portland's sense of place and natural landscapes through requirements for integrating green, vegetated elements into development in the town center's commercial/mixed-use zones.

## Diverse, expanding city economy

**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 and renewable energy 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.

**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.

197. **Finding:** Policies 6.1 through 6.12 provide direction regarding economic and employment growth. For the most part, these policies are citywide and programmatic economic development directives that are not applicable to the limited amount of WPTC Plan Zoning Code and mapping amendments specific to the town center. However, City Council determines that the WPTC Plan amendments are consistent with these policies as they support local commercial and employment opportunities in the West Portland Town Center through Comprehensive Plan and Zoning Map amendments that increase the amount of commercial/mixed-use zoning in the West Portland Town Center and designate an Employment Focus Area, which support employment opportunities in an area with many lower-income households and people of color. Economic equity and opportunity, called for in Policy 6.1, is also supported by WPTC Plan amendments that require affordable commercial space to be included as part of larger commercial developments, and by Multicultural Hub provisions that limits the size of retail/service uses to 3,000 square feet to support opportunities for small businesses, and through provisions that prioritize shared marketplaces that provide opportunities for low-cost spaces for small businesses.

**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.



198. **Finding:** The WPTC Plan amendments are consistent with this policy as they include Comprehensive Plan and Zoning Map amendments that increase the amount of commercial/mixed-use zoning in the West Portland Town Center and designate an Employment Focus Area, which will contribute to maintaining an adequate supply of employment land in Portland. The growth analysis undertaken for the WPTC Plan estimates that the proposed amendments will increase the West Portland Town Center’s employment capacity by an additional 3,000 jobs.

**Policy 6.14. Brownfield redevelopment.** Overcome financial-feasibility gaps to cleanup and redevelop 60 percent of brownfield acreage by 2035.

**Policy 6.15. Regionally-competitive development sites.** Improve the competitiveness of vacant and underutilized sites located in Portland’s employment areas using incentives, and regional and state assistance for needed infrastructure and site readiness improvements.

**Policy 6.16. Regulatory climate.** Improve development review processes and regulations to encourage predictability and support local and equitable employment growth and encourage business retention, including:

**6.16.a.** Assess and understand cumulative regulatory costs to promote Portland’s financial competitiveness with other comparable cities.

**6.16.b.** Promote certainty for new development through appropriate allowed uses and “clear and objective” standards to permit typical development types without a discretionary review.

**6.16.c.** Allow discretionary-review to facilitate flexible and innovative approaches to meet requirements.

**6.16.d.** Design and monitor development review processes to avoid unnecessary delays.

**6.16.e.** Promote cost effective compliance with federal and state mandates, productive intergovernmental coordination, and efficient, well-coordinated development review and permitting procedures.

199. **Finding:** Policies 6.14 through 6.16 provide direction regarding development sites and regulations in employment areas. For the most part, these policies are citywide and program-specific economic development directives that are not the subject of the WPTC Plan’s land use amendments. The WPTC Plan regulations use clear and objective Zoning Code standards that are consistent with Policy 6.16.b, while retaining existing options for discretionary review procedures to allow flexibility for innovative approaches, as called for in Policy 6.16.c.

**Policy 6.17. 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.

**Policy 6.18. Evaluate land needs.** Update the Economic Opportunities Analysis and short-term land supply strategies every five to seven years.

**Policy 6.19. Corporate headquarters.** Provide land opportunities for development of corporate headquarters campuses in locations with suitable transportation facilities.

200. **Finding:** Policies 6.17 through 6.19 provide direction regarding citywide land supply and corporate headquarters in employment areas. Although the WPTC Plan amendments only address land supply in a small area of the city, they are consistent with this policy as they include Comprehensive Plan and Zoning Map amendments that increase the amount of commercial/mixed-use zoning in the West Portland Town Center and designate an Employment Focus Area, which will contribute to maintaining an adequate supply of employment land in Portland. The Employment Focus Area, by prohibiting residential uses in part of the West Portland Town Center, could potentially provide opportunities for small corporate headquarters in the town center close to transit.

## Traded sector competitiveness

**Policy 6.20. 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 6.21. Traded sector diversity.** Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.

**Policy 6.22. Clusters.** Align plans and investments with efforts that direct strategic business development resources to enhance the competitiveness of businesses in traded sector clusters.

**Policy 6.23. 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 6.24. 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 6.25. 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 6.26. 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.

201. **Finding:** City Council interprets that Policies 6.20-6.26 address traded sector businesses at the city and regionwide scale. The WPTC Plan amendments address only land uses and development standards in the West Portland Town Center and do not impact the business climate at the citywide or regional scales. Therefore, City Council determines that the WPTC Plan amendments do not adversely impact the city and regional business climate and Policies 6.20-6.26 do not apply.

## Equitable household prosperity

**Policy 6.27. 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.

**6.27.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.

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

202. **Finding:** Policy 6.27 provides direction regarding the need for middle- and higher-wage employment opportunities, especially for under-served and under-represented communities. The WPTC Plan amendments support this policy by designating an Employment Focus Area, intended to expand opportunities for middle-wage in an area with many lower-income households and people of color. This policy is also supported by the expansion of multi-dwelling zoning and inclusionary housing provisions in areas close to the Employment Focus Area and elsewhere in the town center, which will allow more low- and moderate-income households to live close to employment opportunities and to the career-focused educational opportunities provided by the nearby Portland Community College Sylvania Campus.

**Policy 6.28. East Portland job growth.** Improve opportunities for East Portland to grow as a business destination and source of living wage jobs.

203. **Finding:** The WPTC Plan amendments do not impact employment land or job growth in East Portland. This policy does not apply.

**Policy 6.29. 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.

**Policy 6.30. Disparity reduction.** Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.

**Policy 6.31. 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.

204. **Finding:** Policies 6.29 through and 6.31 provide direction regarding equity-related approaches to expanding access to economic opportunity, reducing disparities, and aligning responses to a range of issues such as housing stability and access to services. The WPTC Plan amendments, in combination with City partnerships with community-based organizations, such as the Southwest Corridor Equity Coalition, are consistent with this policy by supporting access to economic opportunity, services, and housing stability for the West Portland Town Center's many lower-income households and people of color. Access to economic opportunity is addressed through designation of an Employment Focus Area to provide middle-wage employment opportunities in an area with many lower-income households and people of color. Access to economic opportunity is also supported by WPTC Plan amendments that require affordable commercial space to be included as part of larger commercial developments, and by Multicultural Hub provisions that limit the size of retail/service uses to 3,000 square feet to support opportunities for small businesses, and through provisions that prioritize shared marketplaces that provide opportunities for low-

cost spaces for small businesses. In concert with these economic opportunity provisions, the WPTC Plan also addresses housing stability and affordability, such as through Subdistrict D provisions intended to preserve the area's existing low-cost housing, and through the expansion of multi-dwelling zoning, which brings with it inclusionary housing requirements, and through other Zoning Code provisions that prioritize inclusionary housing and affordable units as the means for projects to obtain greater development scale. These policies are also supported by zoning that expands opportunities for moderate- and low-income housing to be located close to Portland Community College's Sylvania Campus, with the workforce development opportunities this provides. Policy 6.29 is also addressed through the WPTC Plan's coordination with infrastructure improvements to improve services for the area's lower-income residents and support healthy, active living by improving their ability to safely walk, bicycle, or roll in the town center.

**Policy 6.32. Urban renewal plans.** Encourage urban renewal plans to primarily benefit existing residents and businesses within the urban renewal area through:

- 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.

205. **Finding:** The WPTC Plan amendments do not address urban renewal plans. This policy does not apply.

## Central City

**Policy 6.33. 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 6.34. 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 6.35. 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.

206. **Finding:** Policies 6.33 through 6.35 provide direction regarding economic development in the Central City. The WPTC Plan amendments have no impact on Central City or Marquam Hill employment zones. These policies do not apply.

## Industrial and employment districts

**Policy 6.36. 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 6.37. 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.

**Policy 6.38. Prime industrial land retention.** Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention.

**6.38.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.

**6.38.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.

**6.38.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.

**6.38.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.

**6.38.e.** Protect prime industrial land for siting of parks, schools, large-format places of assembly, and large-format retail sales.

**6.38.f.** Promote efficient use of freight hub infrastructure and prime industrial land by limiting non-industrial uses that do not need to be in the prime industrial area.

**Policy 6.39. 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 6.40. Portland Harbor Superfund Site.** Take a leadership role to facilitate a cleanup of the Portland Harbor that moves forward as quickly as possible and that allocates cleanup costs fairly and equitably. Encourage a science-based and cost-effective cleanup solution that facilitates re-use of land for river- or rail-dependent or related industrial uses.

**Policy 6.41. 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 6.42. 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 6.43. 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 6.44. Industrial land use intensification.** Encourage reinvestment in, and intensification of, industrial land use, as measured by output and throughput per acre.

**Policy 6.45. 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 6.46. 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 6.47. 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 6.48. Fossil fuel distribution.** Limit fossil fuels distribution and storage facilities to those necessary to serve the regional market.

**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.

**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 6.55. Neighborhood park use.** Allow neighborhood park development within industrial zones where needed to provide adequate park service within one-half mile of every resident.

207. **Finding:** City Council interprets that Policies 6.36 through 6.55 provide direction regarding industrial and employment districts. The WPTC Plan amendments do not change Comprehensive Plan designations affecting lands in industrial or employment districts. Therefore, City Council finds that the project does not impact the development capacity of the City's industrial and employment districts. While the West Portland Town Center is a

commercial district, and is not an industrial or employment district, WPTC Plan amendments that designate an Employment Focus Area within the commercial CM3 zone support Policy 6.43, which calls for creating small, dispersed employment areas.

## Campus institutions

**Policy 6.56. 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.

**Policy 6.57. 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 6.58. Development impacts.** Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design. Minimize off-site impacts in collaboration with institutions and neighbors, especially to reduce automobile traffic and parking impacts.

**Policy 6.59. 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 6.60. 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 6.61. Satellite facilities.** Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

208. **Finding:** Policies 6.56 through 6.61 provide direction regarding campus institutions. The WPTC Plan area does not include a campus institution land use designation. The Portland Community College Sylvania Campus is located nearby, but is outside the plan district and is not subject to the WPTC Plan amendments. These policies do not apply.

## Neighborhood business districts

**Policy 6.62. Neighborhood business districts.** Provide for the growth, economic equity, and vitality of neighborhood business districts.

**Policy 6.63. District function.** Enhance the function of neighborhood business districts as a foundation of neighborhood livability.

**Policy 6.64. Small, independent businesses.** Facilitate the retention and growth of small and locally-owned businesses.

**Policy 6.65. Home-based businesses.** Encourage and expand allowances for small, low-impact home based businesses in residential areas, including office or personal service uses with infrequent or by-appointment customer or client visits to the site. Allow a limited number of

employees, within the scale of activity typical in residential areas. Allow home-based businesses on sites with accessory dwelling units.

**Policy 6.66. 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 6.67. Retail development.** Provide for a competitive supply of retail sites that support the wide range of consumer needs for convenience, affordability, accessibility, and diversity of goods and services, especially in under-served areas of Portland.

**Policy 6.68. Investment priority.** Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.

**Policy 6.69. 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 6.70. Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.

**6.70.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.

**6.70.b.** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.

**Policy 6.71. Temporary and informal markets and structures.** Acknowledge and support the role that temporary markets (farmer's 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 6.72. 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.

**6.72.a.** Encourage broad-based community coalitions to implement land use and economic development objectives and programs.

**6.72.b.** Enhance opportunities for cooperation and partnerships between public and private entities that promote economic vitality in communities most disconnected from the regional economy.

**6.72.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 6.73. Centers.** Encourage concentrations of commercial services and employment opportunities in centers.

**6.73.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.

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

**6.73.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.

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

**6.73.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.

209. **Finding:** Policies 6.62 through 6.73 provide direction regarding neighborhood business districts, including commercial areas located within centers such as the West Portland Town Center. WPTC Plan amendments are consistent with these policies in a number of ways. The WPTC Plan's Zoning Code and Map amendments support the growth of the West Portland Town Center business district by expanding the amount of land with commercial/mixed-use zoning, which will provide additional opportunities for businesses; by commercial corridor regulations that require ground-floor active uses to support the continuity of commercial activity along key corridors; and by designating an Employment Focus Area that ensures the continued commercial and employment focus of the portions of the business district where they apply and ensures that employment will be a key part of the town center, consistent with Policy 6.73.e. Small businesses, including affordable commercial opportunities, are supported by WPTC Plan amendments that require affordable commercial space to be included as part of larger commercial developments, and by Multicultural Hub provisions that limit the size of retail/service uses to 3,000 square feet to support opportunities for small businesses, and through provisions that prioritize shared marketplaces that provide opportunities for low-cost spaces for small businesses. The diverse small businesses spaces required or encouraged by the WPTC Plan provisions support opportunities for a range of small business that can include and serve the area's diverse communities, consistent with these policies, especially policies 6.64, 6.70.b, and 6.73.c. Also consistent with these policies, especially Policy 6.73.b, the WPTC Plan amendments encourages grocery stores in the Multicultural Hub subdistrict, along with shared marketplaces, as exceptions to limits on the size of retail uses. The WPTC Plan amendments provide development bonuses for daycare facilities and community service uses as part of the range of services in the town center, consistent with Policy 6.73.c. Furthermore, the WPTC Plan's Zoning Map amendments rezone land around the intersection of SW Huber and SW 40th to allow for a small commercial node to expand access to commercial services in a primarily residential area of the town center, consistent with Policy 6.66.

## Chapter 7: Environmental and Watershed Health

**Goal 7.A: Climate.** Carbon emissions are reduced to 50 percent below 1990 levels by 2035.

210. **Finding:** The City's adopted Climate Action Plan (CAP) identifies objectives and actions for reducing carbon emissions and one of the objectives is to reduce emissions related to transportation. Several actions related to reducing emissions (including actions 4O and 4Q) call for reducing emissions by focusing on "concentrating growth and density in areas with access to transit services, bike and pedestrian infrastructure...to reduce transportation fuel use. Such development patterns have helped reduce total gasoline sales in Multnomah County by 29 percent per person below 1990." (Climate Action Plan, City of Portland, Oregon and Multnomah County, pg. 77, June 30, 2015.

The WPTC Plan amendments support carbon emission reductions, consistent with Goal 7.A and the Climate Action Plan, by supporting the development of compact housing within the town center close to services and transit, which helps provide services nearer to where they live and options beyond the automobile. The Plan's recommended infrastructure priorities will also support access to transit and multi modal options.

The WPTC Plan adds new area-specific policies to the Comprehensive Plan. One health equity policy is to ensure that local government's investments that reduce carbon emissions and increase the town center's resilience to climate change will benefit low-income people and communities of color (WPTC 21).

The WPTC Plan led with a health and racial equity lens to ensure the economic and health benefits from future improvements to the area are available to everyone. The WPTC Plan centered the voices of communities most affected by the combined impacts of environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities.

**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.

211. **Finding:** The primary tool in the zoning code to protect resources and functional values that have been identified by the City as providing benefits to the public is environmental overlay zoning. The WPTC does not amend any of the City's existing environmental overlay zones. The WPTC Plan maintains and improves healthy watersheds and ecosystem services and functions largely through its response to stormwater management. Within southwest Portland, stormwater is discharged to streams, so proper management is needed to avoid impacting water quality, habitat, and riparian buffers. Effective stormwater management is also critical for protecting public health and safety and preventing damage to infrastructure and properties. A combination of factors, such as soils, slopes, streams, and existing and planned infrastructure, were considered in the WPTC planning process to determine how stormwater could be effectively managed within the plan area and to assess the capacity of properties within the plan area to accommodate additional development.

A summary of how these considerations were analyzed and how they influenced the plan and related next steps can be found in Volume 1 of the Plan, Section 4, pages 104 to 106.

Over the past two decades, the Portland Bureau of Environmental Services (BES) has completed many projects in southwest Portland and in or near WPTC to address stormwater and watershed health issues. These projects include green streets, stormwater swales, wetland enhancements, stream-banks stabilization, and stormwater outfall repairs. The current improvements underway along and related to SW Capitol Hwy include significant stormwater management elements that will serve to protect stream health and reduce stormwater impacts in those sub-watersheds. However, due to the geography of the area and broader system issues, these projects provide primarily localized benefits. They are not sufficient to address the broader issues in the area.

BES identified a series of next steps to address the challenges described above and support the goals of the WPTC Plan, including a healthy environment. BES has initiated a comprehensive assessment of the area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a *West Portland Town Center Sanitary and Stormwater System Plan*, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area. The plan will include a phasing and funding strategy to sequence, coordinate with other city bureaus, and implement critical investments and work. The plan is expected to include a combination of recommendations to address the issues in the area. Potential watershed-related actions could include:

- Implementation of regional stormwater facilities to reduce impacts of runoff on local streams.
- Stream enhancement projects to minimize the impacts of stormwater discharge on stream health, in the area and downstream.

Other elements of the WPTC Plan that support watershed health including the following:

- Recommendations and actions that address coordinated infrastructure planning and investments to improve the town center's long-standing stormwater management deficiencies therein supporting human and watershed health, particularly in the face of climate change disruptions.
- BES development of a plan for integrated system improvements along with funding strategies and solutions that will support long-term implementation of the WPTC Plan and related stormwater infrastructure needs.
- Development standards that support environmental and watershed health, and climate resilience, such as ecoroofs, space for large trees and additional trees along the freeway and Barbur Blvd.
- Zone map amendments that carefully considered potential impacts to areas near streams or on steep slopes. In some cases, existing zoning was retained, rather than allowing additional development capacity for these areas, in order to support stream, watershed and environmental health.

- A WPTC Character Statement identifies ways for development to respond to the area’s changing grades and steep topography with stepped siting of buildings, as well as encouraging prominent stormwater facilities that serve to enhance the health of the Tryon and Fanno Creek watersheds.

The recommended actions in the WPTC Plan related to stormwater and sanitary systems analysis and improvements are supportive of watershed and environmental health.

A combination of these strategies are intended to address several issues, including the potential impacts of unmanaged stormwater discharge on stream health, erosion, landslides and other natural hazards.

**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.

**212. Finding:** The WPTC Plan amendments support resilience with regulations and community development actions to build a strong and rooted community with access to housing stability and economic opportunity. The WPTC Plan creates the foundation for development of a resilient and compact center with ample services, access to transit and safer ways to get around without a car, making it easier for community members to meet their everyday needs and find needed resources within or near the town center, even when experiencing the effects of climate change or emergency situations.

WPTC Plan includes the following actions or regulations to support resilience, including physical and mental health:

- A Multicultural Hub that will help strengthen social connections and cohesion, particularly for the area’s underserved communities, via a place to meet and gather with cultural shops and restaurants, community resources and human services, community gathering space, and housing.
- A Green Ring that will create a low-stress multi-modal circulation and recreational network that lets community get to parks, schools, the library, shops and services more easily.
- Amendments to support retention of existing low-cost housing and new affordable housing and add areas of multi dwelling zoning to increase housing choices and support housing stability.
- Amendments for design standards in the multi dwelling zones – rooted in values that include promoting quality and resilience – to support healthy, people-centered, and climate-resilient development through features that support opportunity for relationship with the outdoors, the street, and fresh air, as well as countermeasures to heat impacts.
- Action for developing a Community Energy Plan to foster conservation and generation projects to lower energy bills, help people stay in their homes, build wealth and community assets, and foster community resiliency.
- Recommended infrastructure priorities to support an improved street network, access to transit and multi modal transportation options.

The WPTC Plan adds new area-specific policies to the Comprehensive Plan. One health equity policy calls for ensuring that low-income people and communities of color benefit from local government's investments to reduce carbon emissions and increase the town center's resilience to climate change (WPTC 21).

**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.

213. **Finding:** The City of Portland has a robust and diverse system of parks, recreation areas, and open spaces. The City's Parks 2020 Vision documents the City's long-term plan to provide a wide variety of high-quality park and recreation services and opportunities for all residents. The WPTC Plan amendments further that vision. One of the WPTC Plan's big ideas is a new "green ring" — a multi-modal circulation and recreation network, combining elements of Neighborhood Greenways, off-street paths, trails, pedestrian bridges, and sidewalks connecting destinations, parks, and green spaces throughout the town center.

The WPTC Plan also proposes a new area-specific Comprehensive Plan policy: "Meet identified parks, open space, and recreation needs that enhance the physical, mental, and social determinants of health for all people (WPTC 9)." Additionally, Goal 2E of the WPTC Plan is to improve mental and physical health outcomes for people living and working in the area through improved health services and more connections to nature.

Portland's recent trend of urban infill development and regional economic growth has resulted in economic prosperity and new amenities in some neighborhoods. However, these benefits have not been experienced by everyone or all parts of the region. Race, income and one's residential zip code are still strong predictors of life outcomes. They predict everything from if we survive our birth to when we will die, and both race and income can significantly limit the likelihood of enjoying regional prosperity.

A "West Portland Health Equity Assessment" was conducted (Appendix A of the WPTC Plan). Thirty-nine (39) health indicators were analyzed as well as qualitative data from community engagement activities to identify five barriers to community and environmental health. One of those barriers is air pollution and noise. Residents are exposed to higher of pollution from I-5, which increases the risk of developing or exacerbating lung cancer, asthma, childhood leukemia, diabetes, dementia, adverse birth outcomes, and cardiovascular disease. Noise from traffic is associated with cardiovascular disease. Low-income and minority community members, and children are at a greater risk of developing these health conditions. Noise levels from traffic on the I-5 freeway are a source of chronic stress for everyone.

The WPTC Plan is designed to achieve health equity and improve overall community health. This includes provisions to reduce chronic stressors of noise and air pollution from the freeway through vegetation barriers to filter air pollutants, increase access to nature, and reduce noise pollution. New WPTC plan district regulations require development to integrate environmental features into the overall site design to contribute to area character, enhance stormwater management, reduce air pollution and temperatures, improve public

healthy and quality of life, and mitigate impact of development on the area's natural systems.

**Goal 7.E: Community stewardship.** Portlanders actively participate in efforts to maintain and improve the environment, including watershed health.

214. **Finding:** The WPTC Plan supports this goal in that it seeks to build stronger and more stable communities, including amongst underserved populations in the area. This stability will allow future opportunities for involvement in a number of community interests, including maintaining and improving the environment.

In addition, the area's parks, natural areas, and recreational opportunities give life and beauty to the town center. These essential assets connect people to place, self, and others. Portland Parks & Recreation (PP&R) provides many services including several programs with particular relevance the WPTC area including:

- *Parks for New Portlanders (PNP)* – provides recreation opportunities for immigrant and refugee communities and works with community partners to design culturally relevant services and spaces are welcoming and accessible for all.
- *Environmental Education* – offers diverse experiences in Portland's parks and natural areas with a focus on stewardship and connection to nature, such as guided walks, camps, volunteer opportunities and naturalist training.

## Improving environmental quality and resilience

**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.

215. **Finding:** The WPTC Plan amendments are consistent with this policy because they do the following:

- Set the foundation for a compact, multi modal and transit rich center.
- Initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the area.
- Initiate an integrated BES led *West Portland Town Center Sanitary and Stormwater System Plan* that articulates area priorities and future work needed to support growth, align with transportation improvements and address sewer and stormwater management issues in the area. That plan will include a phasing strategy that will recommend implementation and sequencing of critical investments and work.
- Adopt plan district regulations that leverage the requirements of the Design overlay to require development elements that respond to the area's character and natural assets into the built environment.
- Adopt plan district regulations that require development to integrate environmental features into the overall site design of higher density development to contribute to the area's character, enhance stormwater management, mitigate air pollution and temperatures, improve public healthy and quality of life, and mitigate impact to the area's natural systems.

- Adopt development regulations that require a landscaped setback buffer with redevelopment of properties that abut the I-5 Freeway corridor.
- Explores expansion of tree and landscape buffer options on I-5 adjacent properties owned by ODOT within the town center.
- Call for developing a coordinated infrastructure and financing plan for delivering stormwater, parks, and transportation infrastructure in the West Portland Town Center. This includes integrating stormwater assessment outcomes, transportation project scoping, and updated cost estimates and considerations.
- Call for developing a Right-of-Way design guide to inform private and public street improvements in the West Portland Town Center. The guidelines may include Alternative Street Standards for local streets and clarify additional requirements for Green Scape overlay streets.
- Call for developing a Green Ring concept plan to apply within the West Portland Town Center and potentially other town centers. The plan should further evaluate the proposed route and clarify Green Ring design typologies, applying those typologies to a final West Portland Town Center Green Ring alignment. It should also consider other opportunities to leverage planned investments in the area and translate the concept plan into recommendations and cost estimates for TSP projects.

**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.

216. **Finding:** Policy 7.2 of the 2035 Comprehensive Plan was one of the guiding policies of the WPTC Plan and supports great places with equitable access. The West Portland Town Center benefits from Portland’s Healthy Connected Communities framework – the goal of creating neighborhood hubs, linked by a network of civic corridors and greenways that connect Portlanders to services and destinations. This means the West Portland Town Center should have businesses, frequent transit service, libraries, schools and other amenities close enough for residents to safely and easily walk, bike or roll to meet most of their daily needs. The framework was used to coordinate the WPTC Plan’s policy and investment strategies for the built environment to achieve Goal 1 “Great Places with Equitable Access to All”.

The WPTC Plan proposes policies and actions needed to advance equity in the physical environment and mitigate potential unintended negative impacts of changes in the town center, such as any involuntary economic and cultural displacement resulting from the Healthy Connected Communities policies and actions. New policies were also needed to address the area’s unique environmental health challenges.

The WPTC Plan also forwards new area-specific Comprehensive Plan policies to support health equity goals, including:

- Explore co-location of new affordable housing with a library, community college, and/or culturally specific health and human services for the area’s growing immigrant and refugee communities (WPTC 6)

- Incorporate environmental education for sustainability curriculum into City educational settings with community partners (WPTC 7)
- Include analysis of the links between cultural, socioeconomic, and the physical environment aspects of sustainability in planning and implementation efforts (WPTC 8)
- Meet identified parks, open space, and recreation needs that enhance the physical, mental, and social determinants of health for all people (WPTC 9)
- Use a Health Equity Assessment or Health Impact Statement for all planning projects, that provides an action plan to reduce racial disparities in health outcomes while improving health outcomes for all (WPTC 10)

The WPTC Plan also implements these policies through the actions outlined in the findings for Policy 7.1 above.

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

217. **Finding:** The Comprehensive Plan defines ecosystem services as, “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.”

The WPTC Plan amendments are consistent with this policy because, as shown in the findings for the Chapter 7 Goals and policies above, the amendments have the potential to limit carbon emissions and impervious surfaces, thus supporting air and water quality, managing stormwater runoff, and mitigating floods.

**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.

**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.

218. **Finding:** The WPTC Plan amendments are consistent with this policy and sub-policies because, as shown in in the findings for the Chapter 7 Goals and policies above, the amendments have the potential to limit carbon emissions and increase resilience. The WPTC Plan does this through a new health equity policy to ensure that local government’s investments that reduce carbon emissions and increase the town center’s resilience to climate change will benefit low-income people and communities of color (WPTC 21).

The WPTC Plan led with a health and racial equity lens to ensure the economic and health benefits from future improvements to the area are available to everyone. The WPTC Plan centered the voices of communities most affected by the combined impacts of



environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities.

**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.

219. **Finding:** The WPTC Plan amendments are consistent with this policy because, as shown in the findings for the Chapter 7 Goals and policies above, the amendments have the potential to protect air quality. The WPTC Plan support air quality through new design and development standards that promote healthy, climate resilient and people-centered development through features that support opportunity for relationship with the outdoors, the street, and fresh air, as well as countermeasures to heat impacts throughout the more residentially focused areas of the town center. The WPTC Plan includes new area-specific Comprehensive Plan policies, including integrating green infrastructure into public infrastructure projects and private development along Barbur and the I-5 Freeway to buffer residents and workers from noise and air pollution.

**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.

220. **Finding:** Policies 7.6 and 7.7 provide direction regarding hydrology and water quality. The WPTC Plan amendments help protect water quality from development-related impacts by providing incentives for tree preservation, requiring outdoors spaces that expand opportunities for trees and other green elements, limiting paved surfaces, supporting the use of ecoroofs and other green infrastructure to limit the amount of effective impervious area, help manage runoff, and maintain ecosystem functions.

**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.

221. **Finding:** Policies 7.8 through 7.10 provide direction regarding biodiversity and habitat. The WPTC Plan amendments do not change the environmental zones. Other City programs for flood management, erosion, and sediment control (i.e., City Title 10 Erosion Control, and the balanced cut and fill requirements of City Title 24) protect resources and functional values that have been identified by the City as providing benefits to the public, including in areas with underserved and underrepresented communities. The following WPTC Plan amendments are consistent with these policies: limited upzoning (development capacity increases) in areas with environmental overlay zones, FAR transfer allowances for sites where large trees are preserved, and expanded requirements for outdoor spaces.

**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.

222. **Finding:** The WPTC Plan includes zoning code amendments that support tree preservation through transfers of development rights and expand requirements for usable outdoor green space.

The floor area ratio (FAR) transfer provision allows FAR to be transferred to another site in the new West Portland plan district in exchange for preserving large trees. This is intended to help preserve large trees as important features in the plan district that contribute to human and environmental health. The amount of floor area that may be transferred varies according to the number and size of preserved trees.

To encourage the use of more site area for open space and natural features in new development, the WPTC Plan includes a new bonus height provision in commercial/mixed use zones, a new deep rear setback in multi-dwelling residential areas, and a new “Urban Green Features” concept in commercial areas that requires the inclusion of green, climate resilient elements in the urban environment that enhance the natural features of the area.

The WPTC Plan requires a 20-foot-wide green buffer planted with large evergreen trees adjacent to the I-5 freeway to limit noise and visual impacts.

The WPTC Plan also calls for exploring development of a coordinated street tree plan for the area in conjunction with high-capacity transit improvements along Barbur and explore a program to support public tree planting and maintenance efforts in the area.

Lastly, the City’s existing Environmental overlay zone regulations are not changed by the Plan and will continue to support Urban Forest policies in the WPTC Plan area.

**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.

223. **Finding:** Policy 7.12 is not applicable to the WPTC Plan amendments because the amendments do not change, affect or propose any City program or regulation related to invasive plants or animals.

**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.

224. **Finding:** The main way the WPTC Plan addresses soils is through its actions related to stormwater and sanitary service. Based on existing conditions and market analysis, public infrastructure investments and improvements in the WPTC area will likely be the primary drivers of how, where and when the area will change and grow over time. While zoning allows for possible redevelopment, the town center is not expected to attract significant private investment interest until more infrastructure is in place, given that some areas of the town center have significant stormwater, park, and transportation infrastructure deficiencies. Considering these factors, a slower and more strategic approach to growth is needed.

The WPTC Plan's new plan district regulations will require development to integrate environmental features into the overall site design that contribute to area character, enhance stormwater management, reduce air pollution and temperatures, improve public healthy and quality of life, and mitigate impact to the area's natural systems.

Upon adoption of the WPTC Plan, the City will initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the WPTC area. And in the short term, the City will initiate an integrated West Portland Town Center Sanitary and Stormwater System Plan that articulates work needed to support growth, align with transportation improvements, and address sewer and stormwater management issues in the area. The Plan will include a phasing strategy that will recommend implementation and sequencing of critical investments and work.

In addition, existing City regulations, including Title 10 (Erosion Control), the Stormwater Management Manual, and the Environmental overlay zones, are not changed by the Plan and will continue to support this policy in the WPTC Plan area.

**Policy 7.14. Natural hazards.** Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.

225. **Finding:** The WPTC Plan supports preventing development-related degradation of natural systems through directing infill development and increased density to areas of the town center with sufficient public facility capacity. The WPTC Plan anticipates future growth to be phased to occur as infrastructure systems in the area are planned for or improved and expanded over time. The WPTC Plan includes potential actions to address deficiencies in the existing stormwater system that are intended to address the potential impacts of unmanaged stormwater discharge on stream health, erosion, landslide risks, and other natural hazards. Another way the WPTC Plan supports this policy is by largely avoiding addition of development capacity in areas with historic landslides or higher landslide risk, and adjacent to streams. In addition, existing City regulations, including Title 10 (Erosion Control), Title 24 (balanced cut-and-fill regulations), the Stormwater Management Manual, the Natural Hazard Mitigation Plan, and the Environmental overlay zones, will all remain in effect and are applicable to future development in the WPTC Plan area. These polices are therefore met.

**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.

226. **Finding:** The Comprehensive Plan defines brownfield as "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." According to the City's 2012 Portland Brownfield Assessment, the WPTC Plan area contains only a few mapped brownfields, mainly located in commercial / mixed use areas along the Barbur Boulevard corridor. Although the WPTC Plan does not change any regulatory tools for brownfield remediation, sufficient standards and incentives will be implemented in the new West

Portland plan district to promote redevelopment that incorporates ecological site design and resource enhancement, such as those in the new Urban Green Features standard.

**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.

227. **Finding:** This policy directs ongoing monitoring of watershed and environmental health as a basis for reviewing the effectiveness or impact of plans and investments. The recommended actions in the WPTC Plan about stormwater and sanitary systems evaluation and improvements are supportive of watershed and environmental health.

**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.

228. **Finding:** The WPTC Plan shapes future private development and guides work and investments of the City and its community and government partners. The WPTC Plan centered the City's Equity Framework, which commits the City to working in partnership with communities of color to end long-standing racial disparities including those associated with planning for population growth and development. The WPTC Plan recognizes that it is critical that local government is committed to partnering with organizations led by and accountable to community leaders from BIPOC communities to identify priority public investments and ensure investments have equitable outcomes. This would include future investments in 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.

229. **Finding:** The WPTC Plan amendments to the Zoning Code for the new West Portland plan district have both mandatory and voluntary standards for green outdoor spaces planted with native species. These voluntary incentives include additional building height or FAR in exchange for more green outdoor areas and large tree preservation.

## Planning for natural resource protection

**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.

**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.

**230. Finding:** Policies 7.19 through 7.22 provide direction regarding planning for natural resource protection. The 2035 Comprehensive Plan background documents included an updated Natural Resources Inventory (NRI), which was adopted (Ordinance No. 185657) and acknowledged by LCDC on June 13, 2014. The NRI identified the location, quantity, and quality of all significant natural resources as required by the inventory provisions of Statewide Planning Goal 5. From the set of all significant resources, high and medium quality resources, ranked primarily from riparian corridor and wildlife habitat considerations, were identified to comply with the inventory requirements of Title 13 of Metro’s Urban Growth Management Functional Plan.

The City’s environmental overlay zones are the primary zoning tool to protect resources and functional values that have been identified by the City as providing benefits to the public (including the Environmental overlay zones, the River Natural overlay zone, the River Environmental overlay zone, and the Pleasant Valley Natural Resource overlay zone). In much of the city, the environmental overlay zones were recently updated to reflect more accurate information about the location and characteristics of significant natural resources. The WPTC Plan amendments do not change these zones or regulations. The WPTC Plan amendments also do not include or change any land acquisition programs which will continue to be coordinated between City bureaus and other agencies and organizations.

## Protecting natural resources in development situations

**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.

**231. Findings:** Policies 7.23 through 7.26 provide direction regarding the protection of significant natural resources in development situations. The City's recently updated environmental overlay zones (including the Environmental overlay zones, the River Natural overlay zone, the River Environmental overlay zone, and the Pleasant Valley Natural Resource overlay zone) are the regulations that control development in order to protect, or ensure mitigation for, the resources and functional values while allowing environmentally sensitive urban development. The WPTC Plan amendments do not change any of the environmental overlay regulations.

The WPTC Plan supports improving environmental conditions through amendments that recognize that new development should address the desire of community to, "weave in parks and nature into development" and "integrate buildings with topography". The WPTC Plan includes amendments that will include natural resources and habitat values within development, mitigate heat island impacts and ease stormwater system demand, by preserving and adding trees, native vegetation, and open spaces on sites throughout the town center. Zoning code amendments include requiring larger development in Subdistrict A and B to provide a green feature such as landscaping with native plants, providing space and planting of large trees, and ecoroofs; requiring additional trees along Barbur Blvd; and additional trees in rear setbacks along the I-5 Freeway. In conjunction with these, integration of future stormwater management improvements on individual sites and system improvements in the general town center area will also support these policies. These environment benefits also support health equity outcomes for the area's most vulnerable communities.

## 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.** When aggregate resources are developed, ensure that development 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.

232. **Finding:** Policies 7.27 through 7.29 provide direction regarding aggregate resources. The WPTC Plan amendments do not impact aggregate resources or mine sites. These policies do not apply.

## 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.

233. **Finding:** Policies 7.30 through 7.32 provide direction regarding habitat and river-related uses in the Columbia River Watershed. The WPTC Plan amendments do not affect the environmental zones that apply in this area, or other regulations or programs related to habitat enhancement, or river-dependent or river-related uses. The findings earlier in this chapter that apply to all of Portland's watersheds are incorporated by reference.

## 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.

234. **Finding:** Policies 7.33 through 7.42 provide direction regarding habitat and river-related uses in the Willamette River Watershed. The WPTC Plan amendments do not affect the Environmental, Greenway, or River overlay zones that apply in this area, or other regulations or programs related to habitat or watershed health. The findings earlier in this chapter that apply to all of Portland's watersheds are incorporated by reference.

## 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.

235. **Finding:** Policies 7.43 through 7.49 provide direction regarding the environment and watershed health in the Columbia Slough Watershed. The WPTC Plan amendments do not affect the environmental zones that apply in this area, or other regulations or programs related to habitat or watershed health. The findings earlier in this chapter that apply to all of Portland's watersheds are incorporated by reference.

## 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.

236. **Finding:** Policies 7.50 through 7.52 provide direction regarding habitat and river-related uses in the Fanno and Tryon Creek Watersheds; the WPTC Plan area is within parts of both watersheds. As detailed in the findings earlier in this chapter, the primary way the WPTC Plan addresses the health of these watersheds is through its zoning amendments that promote urban green features, its design standards and character statement, and its actions related to stormwater and sanitary service. The Plan's zoning map changes also considered landslide hazard risk and streambank erosion and some areas were not upzoned for these reasons.

The WPTC Plan recognizes that new development should address the desire of community to, "weave in parks and nature into development" and "integrate buildings with topography", to improve health equity outcomes for its most vulnerable communities. One way the WPTC Plan supports this issue is by promoting the design of prominent surface stormwater facilities that are functional, attractive and enhance the Tryon and Fanno creek watersheds. In addition, the WPTC Plan amendments do not alter the environmental zone regulations that apply to all of Portland's watersheds including within the town center area,

or other regulations or programs related to habitat or watershed health. Therefore, the Plan supports these policies.

## 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.

237. **Finding:** Policies 7.53 through 7.57 provide direction regarding the environment and watershed health in the Johnson Creek Watershed. The WPTC Plan amendments do not affect the environmental zones that apply in that area or programs related to habitat or watershed health. The WPTC Plan amendments also do not amend the Johnson Creek Basin Plan District. The findings earlier in this chapter that apply to all of Portland's watersheds are incorporated by reference.

## Chapter 8: Public Facilities and Services

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

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

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

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

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

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

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

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

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

**Goal 8.J: Solid waste management.** Residents and businesses have access to waste management services and are encouraged to be thoughtful consumers to minimize upstream impacts and avoid generating waste destined for the landfill. Solid waste — including food, yard debris, recyclables, electronics, and construction and demolition debris — is managed, recycled, and composted to ensure the highest and best use of materials.

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

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

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

238. **Finding:** The policies in this chapter, and these goals, generally address provision of public services, and adequacy of services as it relates to growth and development. The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects.

Some of these goals are not applicable because they guide public agencies that provide public facilities on how those facilities should be provided. The policy-specific findings below address the applicable goals. Transportation facilities are addressed under Chapter 9 (Transportation), below. The findings for Statewide Planning Goals 11 and 12 also address public facilities and are incorporated by reference.

The WPTC Plan guides public facility planning and development to meet the future needs of the area, including consideration of reducing racial and social disparities. As part of setting the stage for future changes, the WPTC Plan considers future needed infrastructure to serve new growth and development. Actions in the WPTC Plan reflect coordination underway with service bureaus and the additional work needed to prepare for future growth and supporting the visions of the WPTC Plan.

The WPTC Plan's growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades, as an projected 3,500 additional housing units are built as a result of proposed zoning changes, and 3,000 new jobs locate in the town center.

A series of early infrastructure project priorities are recommended with the Plan. City staff identified these priorities based on the priorities that community members shared during public outreach and surveys in the Spring and Fall of 2020. Staff also considered the availability of funding, City equity goals, connectivity, redevelopment potential, and BES-PBOT coordination needs and opportunities.

As part of the WPTC planning process, the Bureau of Environmental Services (BES) assessed sanitary sewer service conditions in the town center area and determined that existing infrastructure was generally adequate to meet the needs of future changes as proposed in the WPTC Plan, including household and commercial growth.

As part of the WPTC planning process, BES assessed stormwater drainage and management conditions in different parts of the town center and identified a range of stormwater infrastructure needs including areas where topography or natural features would make stormwater difficult to manage. BPS used that detailed information to inform where zoning changes should be proposed in this Plan. Overall, BES and BPS determined that

development could be served in most of the town center area, though some projects would require system extensions and improvements to be served. Some areas identified as currently having significant stormwater constraints are not proposed for rezoning at this time but are proposed for a higher Comprehensive Plan designation to allow rezoning to a higher designation when current infrastructure constraints can be addressed. There are also some areas with significant development constraints are not proposed for rezoning and will retain their existing zoning and Comprehensive Plan designations.

BES identified a series of next steps to address the stormwater system challenges described above and to support the goals of the WPTC Plan. BES has initiated a comprehensive assessment of the area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a West Portland Town Center Sanitary and Stormwater System Plan, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area. This plan will also include a phasing and funding strategy to sequence, coordinate with other city bureaus and implement critical investments and work.

As part of the WPTC Plan process, the Water Bureau (PWB) conducted an analysis of water pipe sizes and fire flow requirements as part of their review of the proposal. PWB noted there are no immediate actions that need to be addressed to support the proposed zone map changes. They note that PWB does not make changes to water pipelines as a direct response to zoning changes. Infrastructure changes are made in response to development, pipe failures, and aged-out pipe replacement needs. When these occur, new infrastructure would be built to the standards of the updated zoning. The local water system must be adjusted as growth occurs and the Water Bureau is aware and prepared to require or undertake service changes as new development occurs per the new allowed zoned capacity. New development may be required to extend service where no service is presently available or upgrade water mains when development requires larger water meter sizes.

## Service provision and urbanization

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

**Policy 8.2. Rural, urbanizable, and urban public facility needs.** Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. See Figure 8-1 — Urban, Urbanizable, and Rural Lands.

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

- Public rights-of-way, streets, and public trails
- Sanitary sewers and wastewater treatment
- Stormwater management and conveyance

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

**Policy 8.4. Supporting facilities and systems.** Maintain supporting facilities and systems, including public buildings, technology, fleet, and internal service infrastructure, to enable the provision of public facilities and services.

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

239. **Finding:** The City Council interprets policies 8.1 through 8.5 to provide direction on the provision of public facilities and services and the process of urbanization. The WPTC Plan amendments do not urbanize any rural land.

The WPTC Plan guides public facility development to meet the needs of existing residents as well as newcomers, with the intent of reducing racial and social disparities and mitigating impacts of development. In addition to setting the stage for future housing and change, the WPTC Plan also considers future needed infrastructure to serve new growth and development. Actions in the WPTC Plan reflect coordination underway with service bureaus and the additional work needed to prepare for future growth and supporting the visions of the WPTC Plan.

The WPTC Plan’s growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades, as a projected 3,500 additional housing units are built as a result of proposed zoning changes, and 3,000 new jobs locate in the town center.

The WPTC Plan amendments do not change the City’s planning service delivery.

## Service coordination

**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.

**240. Finding:** The City Council interprets policies 8.6 through 8.10 to provide direction on coordination with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary. The WPTC Plan amendments do not include amendments to public service coordination agreements.

The WPTC Plan proposes a coordinated growth strategy focusing early growth around the corridors and the two commercial and community nodes. This strategy is designed to set early community expectations and signal City priorities in years 0-10, years 10-20, and beyond. The strategy includes: 1) phased rezoning and code regulations to support privately provided infrastructure; 2) sequenced public infrastructure projects; and 3) structure and priorities for ongoing coordinated infrastructure planning and funding.

The preparation of this coordinated growth strategy is a result of City collaboration with a team that included the internal service bureaus of PBOT, BES, PP&R, and PWB. Additionally, the coordinated growth strategy was developed in consultation with external agencies like the Oregon Department of Transportation, TriMet, Multnomah County Health Department, Multnomah County Library, Portland Public Schools, Tryon Creek Watershed Council, Metro, and local jurisdictions.



## Service extension

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

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

**Policy 8.13. Orderly service extension.** Establish or improve urban public services in newly-annexed areas to serve designated land uses at established levels of service, as funds are available and as responsible engineering practice allows.

**Policy 8.14. Coordination of service extension.** Coordinate provision of urban public services to newly-annexed areas so that provision of any given service does not stimulate development that significantly hinders the City's ability to provide other urban services at uniform levels.

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

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

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

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

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

241. **Finding:** The City Council interprets Policies 8.11 through 8.19 to provide direction on extending public services and orderly urbanization, especially for unincorporated land outside of the city limits. The WPTC Plan project area does not include any land outside the city limits, nor does the WPTC Plan change any existing City policies related to service extensions, nor does the WPTC Plan propose any service extensions outside city limits. City Council determines that these policies do not apply.

## Public investment

**Policy 8.20. Regulatory compliance.** Ensure public facilities and services remain in compliance with state and federal regulations. Work toward cost-effective compliance with federal and state mandates through intergovernmental coordination and problem solving.

**Policy 8.21. System capacity.** Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.

**Policy 8.22. Equitable service.** Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.

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

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

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

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

**Policy 8.23. Asset management.** Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.

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

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

**Policy 8.26. Capital programming.** Maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

242. **Finding:** The City Council interprets policies 8.20 through 8.26 to provide direction on investment priorities for public facilities. Policies 8.20, and 8.23 – 8.26 are concerned with the management of existing infrastructure systems and are not applicable. The WPTC Plan includes recommendations for several infrastructure projects to support recommended land use changes.

The Plan is consistent with policy 8.21 because it considers existing systems and provides street and stormwater planning and investment recommendations in a location where significant increases in allowed density are planned. The recommended planning and improvements are described in Volume 1 of the plan, as part of Goal 1B on pages 58-64,

and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124.

The Plan includes two phases of zoning map changes that address growth capacity. Phase 1 makes zoning map changes set to take effect with adoption of the plan establishes new zoning in areas that can be served at present by existing or planned public facilities and services. Phase 2 establishes new Comprehensive Plan Map designations for additional areas within the town center that are appropriate to change from a land use perspective but that due to the need for additional public facilities analysis and planning are not yet appropriate to receive a zoning map change. Furthermore, Zoning Code amendments in the Plan reinforce this phasing by prohibiting quasi-judicial zoning map amendments in these areas before the necessary planning and coordination is completed. The result will be that development will be curtailed in Phase 2 areas until public facilities and services are achievable. In combination, Phase 1 and Phase 2 zoning map changes work to support system capacity for planned growth in the town center area.

Policy 8.22.b provides the guidance for “places that lack basic public facilities or services and also have significant growth potential”, instructing the City to “invest to enhance neighborhoods, fill gaps, maintain affordability, and accommodate growth.” The WPTC is such a place because it lacks many basic urban amenities like sidewalks and complete stormwater systems; and with the recommended zoning changes is expected to receive significant growth. Consistent with this policy, the WPTC plan fills gaps and accommodates growth by recommending refinements to existing TSP projects and the addition of several new street and pedestrian improvements and initiating stormwater management analysis and planning. The plan also strives to maintain affordability by including zoning provisions to incent retention of existing lower-cost housing units.

## Funding

**Policy 8.27. Cost-effectiveness.** Establish, improve, and maintain the public facilities necessary to serve designated land uses in ways that cost-effectively provide desired levels of service, consider facilities’ lifecycle costs, and maintain the City’s long-term financial sustainability.

**Policy 8.28. Shared costs.** Ensure the costs of constructing and providing public facilities and services are equitably shared by those who benefit from the provision of those facilities and services.

**Policy 8.29. System development.** Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.

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

243. **Finding:** The City Council interprets policies 8.27 through 8.30 to provide direction on the funding public facilities and services within the City of Portland’s Urban Services Boundary.

The WPTC Plan includes recommendations for several infrastructure projects to support recommended land use changes. The WPTC Plan is consistent with these policies because it recommends an investment strategy that balances financial considerations, equity, and leverages partnerships. The WPTC Plan includes an implementation strategy and growth strategy that addresses these considerations in Volume 1, pages 86-111.

The WPTC Plan is consistent with Policy 8.27 because the plan takes a phased approach to public investments and considers a variety of financing mechanisms. The phased approach is cost effective because it recognizes that the development of the town center will take place over an extended period of time, and sequences investments to relate to when they are needed. By identifying other non-City sources of funding, the WPTC Plan promotes financial sustainability by acknowledging that the City has many other demands on its resources beyond growth management. This information is on pages 87-94.

The WPTC Plan is consistent with Policy 8.28 because the recommended public facility investments for the town center have been developed in the context of citywide investment needs (as evidenced from Planning and Sustainability Commission dialogs) and because the plan increases the number of people who can benefit from already-planned investments. Although in 2020 voters rejected a measure to fund high-capacity transit in the SW Corridor, it remains as a planned project on both the city and regional transportation plans. An important consideration for the WPTC Plan was ensuring that the area could accommodate significant growth, considering the significant public cost of future high-capacity transit plans. Allowing more growth in the WPTC area is consistent with the principle of equitably distributing infrastructure costs and benefits because it increases the number of people who can benefit from planned projects.

The WPTC Plan is consistent with Policy 8.29 because it relies on developer-constructed improvements on many local streets. The cost of developer-constructed street improvements was examined as part of the background analysis. Allowed zoning densities were adjusted slightly to make those investments more financially feasible.

Testimony was received regarding concern over lack of frontage improvements being implemented with new development in the town center area. Outside of projects in the TSP, development of frontage improvements on other streets will occur incrementally as properties redevelop. The proposed increased zoning capacity, such as rezones to mixed use and RM1 and RM2 multi dwelling zones, will support frontage requirements though in some cases constitutional limits may continue to impact the city's ability to require fulfillment of these requirements. The Plan acknowledges this and includes actions around future work to develop a coordinated infrastructure and financing plan to support provision of transportation infrastructure in the area.

The WPTC Plan is consistent with Policy 8.30 because it includes recommendations for a partnership with ODOT and TriMet to take further steps to encourage redevelopment of the Barbur Transit Center to achieve some plan objectives. This is described on page 44 of Volume 1, and as Action #2.C.3 on page 77.

## Public benefits

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

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

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

**Policy 8.36. Context-sensitive infrastructure.** Design, improve, and maintain public rights-of-way and facilities in ways that are compatible with, and that minimize negative impacts on, their physical, environmental, and community context.

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

244. **Finding:** Policy 8.31 addresses the Guiding Principles as they relate to public facilities. General findings about the Guiding Principles are found earlier in this report. With regard to public facilities, the WPTC Plan recommendations advance these principles because:

- **Economic Prosperity:** The recommended public facilities include small scale street improvements which will make development in the town center for economically feasible.
- **Human Health:** The recommended public facilities include improvements to active transportation infrastructure, which supports active lifestyles.
- **Environmental Health:** The recommended public facilities include circulation improvements which will improve access to transit, and will support transit-oriented development, which has air quality benefits.
- **Equity:** The recommended public facilities were developed in consultation with the local community, including a community of East African immigrants who have settled south of the Barbur/Capital crossroads. The recommended public facilities include safety improvements to better connect this community to the Barbur Transit Center.
- **Resilience:** The recommended public facilities include stormwater improvements to better manage runoff from streets in the area, which helps reduce the risk of landslides and flooding.

Policies 8.32 and 8.33 address community engagement and community benefits for “large” infrastructure projects. The City Council interprets “large” to mean projects at the upper end of the scale of projects in the City’s public facilities plan (the CSP and the TSP project lists). Planned CSP and TSP project costs range from \$500,000 to almost \$3 billion (the Columbia River Bridge). Most are under \$10 million. There are only a few larger than \$50 million. This includes major transit facilities, major street reconstructions, and large bridges. Considering that range, it is reasonable that “large” means projects that will cost tens of millions of dollars, or more. The project recommendations in the WPTC Plan are for smaller facilities, including street improvements that are only a few blocks long, localized pedestrian safety interventions, and a new pedestrian bridge. These policies are not applicable.

The City Council interprets policies 8.34 through 8.38 to provide direction on the design of public facilities. The WPTC Plan is adopting land use changes and a set of planning-level recommendations for supportive public facility investments. The design process occurs later. Therefore, these policies are not applicable.

## Public rights-of-way

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

**Policy 8.40. Transportation function.** Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the designated street classification.

**Policy 8.41. Utility function.** Improve and maintain the right-of-way to support equitable distribution of utilities, including water, sanitary sewer, stormwater management, energy, and communications, as appropriate.

**Policy 8.42. Stormwater management function.** Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired levels-of-service and economic, social, and environmental objectives.

**Policy 8.43. Trees in rights-of-way.** Integrate trees into public rights-of-way to support City canopy goals, transportation functions, and economic, social, and environmental objectives.

**Policy 8.44. Community uses.** Allow community use of rights-of-way for purposes such as public gathering space, events, or temporary festivals, if the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways.

**Policy 8.45. Pedestrian amenities.** Encourage facilities that enhance pedestrian enjoyment, such as transit shelters, garbage containers, benches, etc. in the right-of-way.

**Policy 8.46. Commercial uses.** Accommodate allowable commercial uses of the rights-of-way for 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 8.47. Flexible design.** Allow flexibility in right-of-way design and development standards to appropriately reflect the pattern area and other relevant physical, community, and environmental contexts and local needs.

**8.47.a.** Use a variety of transportation resources in developing and designing projects for all City streets, such as the City of Portland’s Pedestrian Design Guide, Bicycle Master Plan-Appendix A, NACTO Urban Bikeway Design Guide, NACTO Urban Street Design Guide, Portland Parks and Recreation Trail Design Guidelines, Designing for Truck Movements and Other Large Vehicles, and City of Portland Green Street Policy, Stormwater Management Manual, Design Guide for Public Street Improvements, and Neighborhood Greenways. (TSP objective 8.1.e.).

**Policy 8.48. Corridors and City Greenways.** Ensure public facilities located along Civic Corridors, Neighborhood Corridors, and City Greenways support the multiple objectives established for these corridors.

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

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

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

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

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

**Policy 8.52. Rail rights-of-way.** Preserve existing and abandoned rail rights-of-way for future rail or public trail uses.

245. **Finding:** The City Council interprets Policies 8.39 through 8.52 to apply to new public facilities, uses, or infrastructure projects in the right-of-way; and right of way vacations.

The WPTC Plan furthers Policy 8.39 because it includes a recommendation for additional street planning, and a recommendation for a new pedestrian bridge to improve connections within the town center.

The WPTC Plan furthers Policy 8.40 because it includes a recommendation for street classification changes to ensure functional classifications are related to how the street is intended to be used.

The WPTC Plan furthers Policies 8.41, 8.42 and 8.49 because it includes recommendations for integrated stormwater and street improvements (Volume 1, pages 104-106).

The WPTC Plan furthers policy 8.43 because the recommended zoning code includes standards to establish an extra row of trees between the building and the street along SW Barbur.

The WPTC Plan includes recommendations to re-align some right of way area in the vicinity of SW Collins and 40th, and a recommendation to repurpose some right of way on SW Taylors Ferry between Baird and 40th for a public gathering space (as contemplated in Policy 8.44).

The WPTC Plan furthers policy 8.47 because it includes a recommendation to develop specific street design standards for the town center in consideration of its unique topography and stormwater constraints.

Policy 8.51 does not apply because there are no right-of-way vacations proposed with the Plan. Policy 8.52 does not apply because there are no existing or abandoned rail rights of way in the WPTC area.

## Trails

**Policy 8.53. 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 8.54. Trail system connectivity.** Plan, improve, and maintain the citywide trail system so that it connects and improves access to Portland's neighborhoods, commercial areas, employment centers, schools, parks, natural areas, recreational facilities, regional destinations, the regional trail system, and other key places that Portlanders access in their daily lives.

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

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

**Policy 8.57. Public access requirements.** Require public access and improvement of public trails along the future public trail alignments shown in Figure 8-2 — Future Public Trail Alignments.

**Policy 8.58. Trail and City Greenway coordination.** Coordinate the planning and improvement of trails as part of the City Greenways system.

**Policy 8.59. Trail and Habitat Corridor coordination.** Coordinate the planning and improvement of trails with the establishment, enhancement, preservation, and access to habitat corridors.

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



246. **Finding:** The City Council interprets policies 8.53 through 8.60 to apply to designated trails. The WPTC Plan is consistent with these policies because the Circulation Growth Concept (Volume I, page 59) includes and is integrated with designated trails in the vicinity.

## Sanitary system

**Policy 8.61. Sewer connections.** Require all developments within the city limits to be connected to sanitary sewers unless the public sanitary system is not physically or legally available per City Code and state requirements; or the existing onsite septic system is functioning properly without failure or complaints per City Code and state requirements; and the system has all necessary state and county permits.

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

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

**Policy 8.64. Private sewage treatment systems.** Adopt land use regulations that require any proposed private sewage treatment system to demonstrate that all necessary state and county permits are obtained.

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

**Policy 8.66. Pollution prevention.** Reduce the need for wastewater treatment capacity through land use programs and public facility investments that manage pollution as close to its source as practical and that reduce the amount of pollution entering the sanitary system.

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

247. **Finding:** The City Council interprets policies 8.61 through 8.67 to apply to the provision of sanitary sewer facilities. The WPTC Plan describes how existing conditions relevant to stormwater management and sanitary service in the WPTC Plan area influence future growth and describes BES's planning efforts to address the needs of the area. As part of its phased growth strategy, the WPTC Plan recommends the following actions that are supportive of the City's sanitary sewer systems:

- Initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the area.
- Initiate an integrated WPTC Sanitary and Stormwater System Plan that articulates work needed to support growth and aligns with transportation improvements and addresses sewer and stormwater management issues in the area. This plan will include a phasing strategy that will recommend implementation and sequencing of critical investments and work.
- Implement sanitary, stormwater and stream enhancement projects to serve the district. Projects will:
  - Address capacity issues in the sanitary system.

- Provide access to stormwater service in areas of anticipated development.
- Provide additional conveyance facilities and regional facilities, as needed.
- Mitigate impacts of stormwater discharge to local streams.
- Minimize impacts to the capacity in down-system facilities to support future development.

## Stormwater Systems

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

**Policy 8.69. Stormwater as a resource.** Manage stormwater as a resource for watershed health and public use in ways that protect and restore the natural hydrology, water quality, and habitat of Portland’s watersheds.

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

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

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

**Policy 8.73. On-site stormwater management.** Encourage on-site stormwater management, or management as close to the source as practical, through land use decisions and public facility investments.

**Policy 8.74. Pollution prevention.** Coordinate policies, programs, and investments with partners to prevent pollutants from entering the stormwater system by managing point and non-point pollution sources through public and private facilities, local regulations, and education.

**Policy 8.75. Stormwater partnerships.** Provide stormwater management through coordinated public and private facilities, public-private partnerships, and community stewardship.

**248. Finding:** The City Council interprets policies 8.68 through 8.75 to apply to the provision of stormwater facilities. Within this part of southwest Portland, stormwater is conveyed through the pipes, ditches, or drainageways to streams and rivers. In some cases, stormwater is managed in detention facilities, other vegetated facilities, or allowed to infiltrate in natural areas. The Citywide Systems Plan includes projects to address facilities needed for conveyance, flow control and pollution reduction.

Many of these policies are ensured through application of the City’s Stormwater Management Manual. Stormwater management is critical to maintaining and enhancing the City’s livability and improving watershed health. The Stormwater Management Manual (SWMM) allows the City of Portland to protect both watershed resources and infrastructure investments with every development or improvement. Implementing the requirements in this manual helps protect Portland’s water resources, which in turn will provide great benefit to human health, fish and wildlife habitat, recreational resources, and drinking water.

Environmental Services evaluates development proposals that increase impervious area (including buildings and hardscape) against the SWMM and Source Control Manual to effectively comply with local, state, and federal point and non-point pollution water quality mandates. The WPTC Plan amendments do not affect the SWMM or Source Control Manual.

Policy 8.68 addresses adequacy of public stormwater facilities. As part of the WPTC planning process, BES assessed stormwater drainage and management conditions in different parts of the town center and identified a range of stormwater infrastructure needs including areas where topography or natural features would make stormwater difficult to manage. A summary of this assessment is included as WPTC Plan Appendix E, BES Stormwater Considerations and Rationale for Zoning Recommendations (in Exhibit D). BPS used that detailed information to inform where zoning changes should be proposed in this Plan. Overall, BES determined that development could be adequately served in most of the town center area, though some new development projects would require system extensions and improvements to be served. Areas that can be adequately served at present are designated as being in Phase 1 of zoning map changes, the first and immediate zoning changes proposed. Areas identified as currently having stormwater constraints are not proposed for rezoning at this time but are proposed for a higher Comprehensive Plan designation to allow rezoning to a higher designation when further planning is complete and current infrastructure constraints can be addressed in the future. These areas are designated as Phase 2 and will receive a Comprehensive Map designation change but not a zoning map change. In addition, related zoning code amendments for Phase 2 areas require an additional level of stormwater plans be developed before any quasi-judicial zoning map amendments in conformance with the Comprehensive Plan can move forward. There were also some areas with significant development constraints related to stormwater management that are not proposed for rezoning and will retain their existing zoning and Comprehensive Plan designations.

In addition, recognizing the City cannot deliver stormwater management facilities to the entire town center at once, given funding constraints, BES identified a series of next steps to address the stormwater system challenges described above and to support the goals of the WPTC Plan. BES has initiated a comprehensive assessment of the area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a West Portland Town Center Sanitary and Stormwater System Plan, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area. This plan will also include a phasing and funding strategy to sequence, and coordinate with other city bureaus and implement critical investments and work.

The WPTC Plan is consistent with policy 8.68 because as described above it phases zoning map changes in consideration of existing service capacity and includes implementation recommendations for further stormwater management planning (Volume I, pages 104-106), including a detailed list of next steps to move from planning-level analysis of the issues to more specific capital planning where applicable.

## Flood management

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

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

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

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

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

249. **Finding:** The City Council interprets policies 8.76 through 8.80 to apply to the management of floodplains. There are no floodplains in the WPTC Plan area therefore these policies do not apply.

## Water systems

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

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

**Policy 8.83. Secondary supply sources.** Protect, improve, and maintain the Columbia South Shore wellfield groundwater system, the Powell Valley wellfield groundwater system, and any other alternative water sources designated as secondary water supplies.

**Policy 8.84. Groundwater wellfield protection.** Maintain a groundwater protection program and practices to safeguard the Columbia South Shore wellfield and the Powell Valley wellfield as drinking water supplies.

**Policy 8.85. Water quality.** Maintain compliance with state and federal drinking water quality regulations.

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

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

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

**Policy 8.89. Water efficiency.** Reduce the need for additional water facility capacity and maintain compliance with state water resource regulations by encouraging efficient use of water by customers within the city.

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

**Policy 8.91. Outside user contracts.** Coordinate long-term water supply planning and delivery with outside-city water purveyors through long-term wholesale contracts.

250. **Finding:** The City Council interprets policies 8.81 through 8.91 to apply to the provision of water service. The Water Bureau (PWB) conducted analysis of water pipe sizes and fire flow requirements as part of their review of the WPTC Plan proposal. They note that PWB does not make changes to water pipelines as a direct response to zoning changes. Infrastructure changes are made in response to development, pipe failures, and aged-out pipe replacement needs. When these occur, new infrastructure would be built to the standards of the updated zoning. The local water system must be adjusted as growth occurs and the Water Bureau is aware and prepared to require or undertake service changes as new development occurs per the new allowed zoned capacity. The Water Bureau noted it does not have any immediate actions that need to be addressed to support the proposed zone map changes. New development may be required to extend service where no service is presently available or upgrade water mains when development requires larger water meter sizes.

## Parks and recreation

**Policy 8.92. Acquisition, development, and maintenance.** Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city's current and future population based on identified level-of-service standards and community needs.

**Policy 8.93. Service equity.** Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.

**Policy 8.94. Capital programming.** Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.

**Policy 8.95. 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.

**Policy 8.96. Recreational trails.** Establish, improve, and maintain a complete and connected system of public recreational trails, consistent with Portland Parks & Recreation's trail strategy.

**Policy 8.97. 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 8.98. 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.

**Policy 8.99. 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 8.100. Self-sustaining Portland International Raceway (PIR).** Provide for financially self-sustaining operations of PIR, and broaden its programs and activities to appeal to families, diverse communities, and non-motorized sports such as biking and running.

**Policy 8.101. Self-sustaining and inclusive golf facilities.** Provide financially self-sustaining public golf course operations. Diversify these assets to attract new users, grow the game, provide more introductory-level programming, and expand into other related recreational opportunities such as foot golf and disk golf.

**Policy 8.102. Specialized recreational facilities.** Establish and manage specialized facilities within the park system that take advantage of land assets and that respond to diverse, basic, and emerging recreational needs.

**Policy 8.103. Public-private partnerships.** Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

251. **Finding:** The City Council interprets policies 8.92 through 8.103 to primarily address City-owned parks and natural areas and not development on private land. The WPTC Plan amendments do not by themselves change current parks and recreation programs or change the supply of parks. The WPTC Plan includes an assessment of parks and recreation needs in the area, given the expected growth of the town center (Volume I, pages 107-108). The majority of the WPTC Plan has access to a park or natural area within half a mile, except for some properties in the southeast quadrant. New park space or publicly accessible open space will be prioritized for this area. The WPTC area in general would also benefit from improved provision of and access to developed park recreational experiences, such as play areas, basketball courts, community gardens, and larger plaza spaces to support community gathering. The WPTC Plan identifies several next steps toward realizing these goals.

## Public safety and emergency response

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

**Policy 8.105. Emergency management facilities.** Provide adequate public facilities – such as emergency coordination centers, communications infrastructure, and dispatch systems – to support emergency management, response, and recovery.

**Policy 8.106. Police facilities.** Improve and maintain police facilities to allow police personnel to efficiently and effectively respond to public safety needs and serve designated land uses.

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

**Policy 8.108. Fire facilities.** Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that meets or exceeds minimum established service levels.

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

**Policy 8.110. Community preparedness.** Enhance community preparedness and capacity to prevent, withstand, and recover from emergencies and natural disasters through land use decisions and public facility investments.

**Policy 8.111. Continuity of operations.** Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

252. **Finding:** The City Council interprets policies 8.104 through 8.111 to address the provision of public safety and emergency response services. The WPTC Plan supports public safety and emergency response through the following actions:

- Recommends planning for emergency services such as food pantry, household and school supplies, clothing, and other essential needs to be provided within the town center. Seek opportunities to co-locate these services with development of affordable housing and other community amenities.
- Includes a significant, though non-exhaustive list of public funding sources and program that may be available to help implement the WPTC Plan's goals. One of the listed programs is the Office of Community and Civic Life's Community Safety Program, which offers staff support and grants to community groups to address public safety solutions, such as emergency preparedness, personal safety, and community advocacy.
- Recommends working with local BIPOC residents and immigrants to design public spaces and placemaking projects to be welcoming, inclusive and safe from discrimination. This can include public right away projects planned for in Goal 1B, which is to "Fund and build a multi-modal and multi-ability circulation system across the town center area that is safe, comfortable, and accessible for meeting daily needs."

In addition, the Fire Bureau has reviewed the WPTC Plan proposed Comprehensive Plan Map and notes that the existing Fire Station No. 18 on SW 30th Avenue is equipped to handle fire safety needs of the area. Furthermore, they noted no concerns with servicing this level of new growth in the town center area, including consideration of wildfire hazards and larger development types.

## Solid waste management

**Policy 8.112. Waste management.** Ensure land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively and prioritize waste management in the following order: waste reduction, recycling, anaerobic digestion, composting, energy recovery, and then landfill.

253. **Finding:** The City Council interprets this policy to address the provision of waste management services. The WPTC Plan amendments do not impact the City's waste management services.

## School facilities

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

254. **Finding:** Portland Public Schools (PPS) reviewed the WPTC Plan Comprehensive Plan amendments and did not have concerns about the overall enrollment capacity changes that would be associated with them in the town center area. Furthermore, David Douglas School District (DDSD) is the only school district in Portland with an adopted school facility plan. Its enrollment boundary covers much of East Portland. The overall expectation for growth in East Portland is grounded in regional housing demand forecasts made by Metro, and those demand forecasts have not been altered by the WPTC Plan amendments.

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

**Policy 8.115. Co-location.** Encourage public school districts, Multnomah County, the City of Portland, and other providers to co-locate facilities and programs in ways that optimize service provision and intergenerational and intercultural use.

**Policy 8.116. Community use.** Encourage public use of public school grounds for community purposes while meeting educational and student safety needs and balancing impacts on surrounding neighborhoods.

**Policy 8.117. Recreational use.** Encourage publicly-available recreational amenities (e.g. athletic fields, green spaces, community gardens, and playgrounds) on public school grounds for public recreational use, particularly in neighborhoods with limited access to parks.

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

**Policy 8.119. Facility adaptability.** Ensure that public schools may be upgraded to flexibly accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time.



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

**Policy 8.121. School access.** Encourage public school districts to consider the ability of students to safely walk and bike to school when making decisions about the site locations and attendance boundaries of schools.

**Policy 8.122. Private institutions.** Encourage collaboration with private schools and educational institutions to support community and recreational use of their facilities.

255. **Finding:** The City Council interprets policies 8.114 through 8.122 to address school facilities and school sites. The West Portland Town Center area includes several school facilities including Jackson Middle School, the Islamic School of Portland (Grades K-8), and Markham Elementary School. Building more affordable housing and removing barriers to more housing choices will provide more people with access to Southwest's high-quality public schools and colleges, recreation opportunities, civic amenities, and short commutes to multiple regional employment centers. Besides increasing housing options and affordability to provide more access to the area's schools, the WPTC Plan supports these school facilities policies through the following:

- Recommends developing and adopting a concept plan for a WPTC Green Ring. Design the Green Ring for active transportation, recreation and health functions, including connection to existing schools, parks and open spaces, and commercial services. Also recommends capital improvement to begin implementation along SW 40th Ave and SW Galeburn St to connect the Barbur Transit Center with the schools, the library, and other institutions along or near SW Capitol Highway.
- Adds area-specific policies to the Comprehensive Plan, including "Seek co-location of community gardens with public school campuses. (WPTC 22)
- Recommends making Wilson High School health clinic open to the public and include mental health services.
- Recognizes that the WPTC area would also benefit from improved provision of and access to developed park recreational experiences, such as play areas, basketball courts, community gardens, and larger plaza spaces to support community gathering. Jackson Middle School and any new open spaces in the area should consider these needs through planning, design, and new construction.

## Technology and communications

**Policy 8.123. Technology and communication systems.** Maintain and enhance the City's technology and communication facilities to ensure public safety, facilitate access to information, and maintain City operations.

**Policy 8.124. Equity, capacity, and reliability.** Encourage plans and investments in technology and communication infrastructure to ensure access in all areas of the city, reduce disparities in capacity, and affordability, and to provide innovative high-performance, reliable service for Portland's residents and businesses.

256. **Finding:** The City Council interprets policies 8.123 and 8.124 to address the citywide provision of technology and communication services. These policies do not apply.

## Energy infrastructure

**Policy 8.125. Energy efficiency.** Promote efficient and sustainable production and use of energy resources by residents and businesses, including low-carbon renewable energy sources, district energy systems, and distributed generation, through land use plans, zoning, and other legislative land use decisions.

**Policy 8.126. Coordination.** Coordinate with energy providers to encourage investments that ensure reliable, equitable, efficient, and affordable energy for Portland residents and businesses.

257. **Finding:** The WPTC Plan amendments do not amend the sections of the zoning code that regulate the production of energy or other types of energy infrastructure and do not affect coordination efforts. However, the WPTC Plan is supportive of energy efficiency through the following:

- Amends the zoning code to create the new West Portland Multicultural Plan District, which includes new development standards that incentivize high-performance energy standards for buildings, ecoroofs, reflective roof surfaces, and solar panels.
- Encourages housing providers to apply for Portland Clean Energy Funds to retrofit buildings for energy efficiency, upgrade the properties and reduce utility costs while maintaining affordability. The Portland Clean Energy Community Benefits Fund provides \$40-60 million in annual funding for climate action that advances racial and social justice programs: clean energy projects, green infrastructure projects, clean energy jobs training, and programs that both reduce greenhouse gases and promote economic, social and environmental benefits.
- Recommends developing a Community Energy Plan to use conservation and generation projects to lower energy bills, help people stay in their homes, build wealth and community assets, and foster community resiliency.
- Includes a significant, though non-exhaustive list of public funding sources and program that may be available to help implement the WPTC Plan's goals. One of the listed programs is the City of Portland's / Prosper Portland's PropertyFit Financing, which offers qualifying commercial, industrial, and multi-family property owners affordable, long-term financing for energy efficient and renewable energy related building improvements.

## Chapter 9: Transportation

**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 measurable 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.

258. **Finding:** Goal 9.A concerns safety. The WPTC Plan promotes this goal by including recommendations for a number of pedestrian and bike safety improvements in the plan area. The Capitol Hwy – Barbur “crossroads” intersection has been noted as a particular

safety hazard at the core of this town center. The WPTC Plan includes recommendations for further study of and improvements to this intersection (Volume 1, page 61).

Goal 9.B speaks to how the performance of the transportation system is measured and is operationalized by the System Management policies of this chapter.

Goal 9.C speaks to placemaking. The findings for Policies 9.11 through 9.13 discuss this.

Goal 9.D relates to promoting more sustainable transportation modes and reducing the impact of automobile travel. The findings in response to Policy 9.5 address this.

Goal 9.E addresses the distribution of transportation options, investments, and benefits. The WPTC Plan responds to this goal by providing recommendations to improve outcomes in the town center geography, which is an area that has many gaps in urban infrastructure and is home to a significant population of East African immigrants, who are not traditionally represented in planning decisions. In the case of the WPTC Plan, there was an emphasis on meaningful engagement with that community. This is described in the engagement section of the plan (Volume I, pages 12-17).

Goal 9.F encourages consideration of health outcomes. The WPTC Plan included a Health Equity Analysis, a set of health outcomes to guide the plan, and several actions that further positive public health outcomes (Volume I, page 27).

Goal 9.G addresses prosperity. The WPTC Plan furthers this goal by incorporating employment focus areas to support jobs in the town center and requiring creation of affordable commercial space (see Volume 2) within larger developments to support small or BIPOC owned businesses.

Goal 9.H concerns cost effectiveness of capital and operating investments and asset management. The WPTC Plan responds to this goal by developing a phasing plan to organize infrastructure recommendations into several stages so that it can be phased in as financial resources allow.

Goal 9.I concerns the Portland Airport and is therefore not applicable.

## Designing and planning

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

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

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

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

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

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

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

**9.4.a.** Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present.

259. **Finding:** Policies 9.1 through 9.4 provide direction regarding transportation system classifications and the Transportation System Plan (TSP). The WPTC Plan is consistent with these policies because it includes a complementary comprehensive growth concept and transportation/circulation concept (see Volume I pages 37 and 59). Street functions and design categories are described in the plan and are clearly related to the abutting land uses. The recommended zoning code amendments also include standards that apply on specific types of streets, which furthers the linkage between street function and land use (see Volume 2). Finally, the WPTC Plan includes recommendations to modify street classifications within the town center to better align with recommended land use changes and the circulation concept (see Volume 1 pages 121 – 123). Particular attention has been paid to pedestrian and bicycle circulation, consistent with the town center designation and Policy 9.2.b and c.

**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.

260. **Finding:** The WPTC Plan includes several elements that generally work to reduce vehicle miles travelled (VMT) and support low-carbon transportation modes (biking and walking).

- The WPTC Plan increases residential densities within walking distance of the town center core, which increases the potential customer base for a wider range of commercial services to exist in the center. This enables people to make shorter bike and pedestrian trips to meet more of their daily needs. The WPTC Plan also supports transit ridership because the Barbur Transit Center is at the center of the district, and is planned as a high capacity transit hub within the 20-year time horizon.
- The WPTC Plan recommends several bike, pedestrian and local circulation improvements, including improvement of the street grid in the town center, adding a

new bike/pedestrian bridge over I-5, and building a “green ring” of improved active transportation routes around the town center. These ideas are described in Volume 1 of the WPTC Plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124 of Volume 1.

- The zoning code for the town center includes development standards that further cultivate a pedestrian orientation in the district, including prohibiting Self-Service Storage and Quick-Vehicle Servicing uses, limiting commercial parking, imposing higher minimum density, limits on driveway locations, and supplemental building design standards on the major corridors. Specific code language is found in Volume 2 of the WPTC Plan.

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

1. Walking
2. Bicycling
3. Transit
4. Fleets of electric, fully automated, multiple passenger vehicles
5. Other shared vehicles
6. Low or no occupancy vehicles, fossil-fueled non-transit vehicles

When implementing this prioritization ensure that:

- The needs and safety of each group of users are considered, and changes do not make existing conditions worse for the most vulnerable users higher on the ordered list.
- All users’ needs are balanced with the intent of optimizing the right of way for multiple modes on the same street.
- When necessary to ensure safety, accommodate some users on parallel streets as part of 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.

**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.

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

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

**Policy 9.10. Geographic policies.** Adopt geographically specific policies in the Transportation System Plan to ensure that transportation infrastructure reflects the unique topography, historic character, natural features, system gaps, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3: Urban Form as the basis for area policies.

**9.10.a** Refer to adopted area plans for additional applicable geographic objectives related to transportation. Land use, development, and placemaking

261. **Finding:** These policies concern the way that the transportation system is managed and operated, and how space within the right of way is managed. To the extent that they provide direction on land use planning or development of new public facilities plans, they speak to prioritizing vulnerable road users. The WPTC Plan is consistent with this direction because it includes recommendations to improve bike and pedestrian connectivity and safety in the town center.

Policy 9.7 supplements Policies 9.30 through 9.36 below, related to freight movement. Those findings apply to this policy and are incorporated by reference.

The City's TSP includes geographic specific policies related to the city's pattern areas, per Chapter 3. The WPTC Plan is consistent with Policy 9.10 because it provides further geographically specific transportation context and priorities for the town center area in consideration of the plan's objectives related to transportation, land use, development, and placemaking.

## Land use, development, and placemaking

**Policy 9.11. 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 9.12. Growth strategy.** Use street design and policy classifications to support Goals 3A-3G in Chapter 3: Urban Form. Consider the different design contexts and transportation functions in Town Centers, Neighborhood Centers, Neighborhood Corridors, Employment Areas, Freight Corridors, Civic Corridors, Transit Station Areas, and Greenways.

262. **Finding:** The WPTC Plan implements a town center designation in the regional 2040 growth concept and the City's Urban Design Framework. Policies 9.11 and 9.12 emphasize linkages between land use and transportation plans, and the connection between street function and abutting land uses. The WPTC Plan is consistent with these policies because it includes a complementary comprehensive growth concept and transportation/circulation concept (see

Volume I pages 37 and 59). Street functions and design categories are described in the WPTC Plan and are clearly related to the abutting land uses.

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

263. **Finding:** The WPTC Plan is consistent with this policy because it includes a complementary comprehensive growth concept and transportation/circulation concept (see Volume I pages 37 and 59). Street functions and design categories are described in the plan and are clearly related to the abutting land uses. The recommended zoning code also includes standards that apply on specific types of streets, which furthers the linkage between street function and land use (see Volume 2). The WPTC Plan includes recommendations to modify street classifications within the town center to better align with recommended land use changes and the circulation concept (see Volume 1 pages 121 – 123). Finally, the WPTC Plan includes a recommendation to develop and adopt Right of Way Design Standards for the town center to guide public and private investment in the right of way. This includes standards for local streets, main streets, and greenscape enhanced streets.

## Streets as public spaces

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

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

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

264. **Finding:** Consistent with these policies, the WPTC Plan includes recommendations to realign some right of way area in the vicinity of SW Collins and 40th, and a recommendation to repurpose some right of way on SW Taylors Ferry between Baird and 40th for a public gathering space (See Volume I, page 49).

## Modal policies

**Policy 9.17. 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 9.18. Pedestrian networks.** Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.



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

265. **Finding:** The WPTC Plan helps make walking a more attractive mode for short trips by recommending several bike, pedestrian and local circulation improvements, including improvement of the street grid in the town center, adding a new bike/pedestrian bridge over I-5, and building a “green ring” of improved active transportation routes around the town center. These ideas are described in Volume 1 of the WPTC Plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124. The zoning code for the town center also includes development standards that further cultivate a pedestrian orientation in the district, including prohibiting Self-Service Storage and Quick-Vehicle Servicing uses, limiting commercial parking, imposing higher minimum density, limits on driveway locations, and supplemental building design standards on the major corridors. Specific code language is found in Volume 2 of the WPTC Plan.

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

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

266. **Finding:** The WPTC Plan supports the creation of conditions that make bicycling more attractive than driving and a bicycle transportation system that is safe, comfortable and accessible by recommending several bike and local circulation improvements, including improvement of the street grid in the town center, adding a new bike/pedestrian bridge over I-5, and building a “green ring” of improved active transportation routes around the town center. These ideas are described in Volume 1 of the WPTC Plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124.

**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 longer than 3 miles or shorter trips 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.

**9.25.a.** Support a public transit system and regional transportation that address the transportation needs of historically marginalized communities and provide increased mobility options and access.

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

**Policy 9.27. Transit service to centers and corridors.** Use transit investments 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.

**9.27.a.** Locate major park-and-ride lots only where transit ridership is increased significantly, vehicle miles traveled are reduced, transit-supportive development is not hampered, bus service is not available or is inadequate, and the surrounding area is not negatively impacted.

267. **Finding:** Policies 9.22 through 9.27 address transit. The WPTC Plan supports transit ridership by increasing residential densities within walking distance of the Barbur Transit Center, which is a major transit hub and a planned station along a future high-capacity transit line identified in the City's Transportation System Plan and the Regional System Plan. The surface park and ride lot at the transit center is also a major under-utilized opportunity site at the core of the town center. The WPTC Plan supports Policy 9.27 by including recommendations to modernize and add housing and employment to the transit center site, converting the existing park and ride spaces to structured parking (Volume I, page 47). TriMet staff participated in various advisory committees and public events supporting the plan development.

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

268. **Finding:** This policy addresses intercity transportation. The WPTC Plan does not impact this subject. This policy is not applicable.

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

269. **Finding:** This policy addresses regional traffic. SW Barbur Boulevard is a regional transitway, and Interstate 5 is a regional trafficway. As described in the findings for Statewide Planning Goal 12, traffic modelling analysis was completed, and the results show that both Barbur Boulevard and Interstate 5 maintaining acceptable levels of mobility with the WPTC Plan zoning changes.

**Policy 9.30. Multimodal goods movement.** Develop, maintain, and enhance a multimodal freight transportation system for the safe, reliable, sustainable, and efficient movement of goods within and through the city.

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

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

**Policy 9.33. Freight network.** Develop, manage, and maintain a safe, efficient, and reliable freight street network to provide freight access to and from intermodal freight facilities, industrial and commercial districts, and the regional transportation system. Invest to accommodate forecasted growth of interregional freight volumes and provide access to truck, marine, rail, and air transportation systems. Ensure designated routes and facilities are adequate for over-dimensional trucks and emergency equipment.

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

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

**Policy 9.36. Portland Harbor.** Coordinate with the Port of Portland, private stakeholders, and regional partners to improve and maintain access to marine terminals and related river dependent uses in Portland Harbor.

**9.36.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 more long-distance, high-volume movement of goods to river and oceangoing ships and rail.

270. **Finding:** Policies 9.30 through 9.36 direct the City to develop, maintain, and enhance a multimodal freight transportation system. The WPTC Plan does not overlap with the Portland Harbor geography and does not have any freight rail service. There is no industrially designated land within the town center. SW Barbur, Interstate 5, and SW Capitol Hwy have functional classifications for freight movement. As described in the findings for Statewide Planning Goal 12, traffic modelling analysis was completed, and the results show that both Barbur and I-5 maintaining acceptable levels of mobility with the WPTC Plan zoning changes. One segment of SW Capitol Hwy will be congested in 2040, but the impact of the WPTC Plan zoning changes are minimal. Both with and without the WPTC Plan, this

section of Capitol Hwy will have traffic that slows down freight movement on that street. The WPTC Plan mitigates this issue by recommending improvements to circulation in the plan area, which will provide a more connected street grid which increases options for some local car traffic to avoid this section SW Capitol Hwy.

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

271. **Finding:** Policy 9.37 concerns a Central City Heliport which is not in the WPTC geography. This policy is not applicable.

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

**Policy 9.39. Automobile efficiency.** Coordinate land use and transportation plans and programs with other public and private stakeholders to encourage vehicle technology innovation, shifts toward electric and other cleaner, more energy-efficient vehicles and fuels, integration of smart vehicle technology with intelligent transportation systems, and greater use of options such as car-share, carpool, and taxi.

272. **Finding:** Policies 9.38 and 9.39 address automobile transportation. As described in findings for the Statewide Planning Goal 12, traffic modelling analysis was completed, and the results show that the WPTC Plan is generally maintaining acceptable levels of mobility within the plan district area. Although there is a significant effect on two PBOT facilities for purposes of OAR 660-012-0060, the WPTC Plan provides a remedy through existing TSP projects planned in the area; by recommending refinements and new projects for the TSP; by recommending improvements and adopting development standards that will benefit pedestrian and bike safety and circulation in the WPTC Plan area; and by phasing the zoning map changes.

In addition, the WPTC Plan includes several elements that generally work to reduce vehicle miles travelled (VMT).

- The WPTC Plan increases residential densities within walking distance of the town center core, which increases the potential customer base for a wider range of commercial services to exist in the center. This enables people to make shorter bike and pedestrian trips to meet more of their daily needs. The WPTC Plan also supports transit ridership because the Barbur Transit Center is at the center of the district, and is planned as a high capacity transit hub within the 20-year time horizon.
- The WPTC Plan recommends several bike, pedestrian and local circulation improvements, including improvement of the street grid in the town center, adding a new bike/pedestrian bridge over I-5, and building a “green ring” of improved active transportation routes around the town center. These ideas are described in Volume 1 of the WPTC Plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124.
- The zoning code for the town center includes development standards that further cultivate a pedestrian orientation in the district, including prohibiting Self-Service

Storage and Quick-Vehicle Servicing uses, limiting commercial parking, imposing higher minimum density, limits on driveway locations, and supplemental building design standards on the major corridors. Specific code language is found in Volume 2 of the WPTC Plan.

The WPTC Plan also includes follow-up actions to encourage modernization and redevelopment of the Barbur Transit Center, including a “mobility hub” to connect transit to other options such as taxi-car-share, e-bikes, etc.

**Policy 9.40. Emergency response.** Maintain a network of accessible emergency response streets to facilitate safe and expedient emergency response and evacuation. Ensure that police, fire, ambulance, and other emergency providers can reach their destinations in a timely fashion, without negatively impacting traffic calming and other measures intended to reduce crashes and improve safety.

273. **Finding:** This policy directs the City to maintain accessible network of emergency response routes. This network is identified through street functional classifications in the Transportation System Plan. No changes to that network are being made with the WPTC Plan. The WPTC Plan includes a recommendation to add several bike and pedestrian circulation and street improvement projects to the TSP. Emergency vehicle access can be considered in project design. Several of the recommended street improvements will facilitate emergency access because they involve improving streets that currently have less-than full improvements (narrow roads, unpaved sections, lack of parking lanes, no curbs, etc.)

## Airport Futures

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

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

**9.42.a.** Prohibit the development of a potential third parallel runway at PDX unless need for its construction is established through a transparent, thorough, and regional planning process.

**9.42.b.** Support implementation of the Aircraft Landing Zone to provide safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures, vegetation, and construction equipment.

**9.42.c.** Support the Port of Portland’s Wildlife Hazard Management Plan by implementing airport-specific landscaping requirements in the Portland International Airport Plan District to reduce conflicts between wildlife and aircraft.

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

**9.43.a.** Support meaningful and collaborative public dialogue and engagement on airport related planning and development.

**9.43.b.** Provide an opportunity for the community to inform the decision-making related to the airport of the Port, the City of Portland, and other jurisdictions/organizations in the region.

**9.43.c.** Raise public knowledge about PDX and impacted communities.

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

274. **Finding:** Policies 9.41 through 9.44 provide policy direction related to Portland International Airport and are not relevant to the WPTC Plan and other regulations that are the focus of the WPTC Plan amendments. These policies do not apply.

## System management

**Policy 9.45. System Management.** Give preference to transportation improvements that use existing roadway capacity efficiently and that improve the safety of the system for all users.

**9.45.a.** Support regional equity measures for transportation system evaluation.

**Policy 9.46. Traffic management.** Evaluate and encourage traffic speed and volume to be consistent with street classifications and desired land uses to improve safety, preserve and enhance neighborhood livability, and meet system goals of calming vehicle traffic through a combination of enforcement, engineering, and education efforts.

**9.46.a.** Use traffic calming tools, traffic diversion and other available tools and methods to create and maintain sufficiently low automotive volumes and speeds on neighborhood greenways to ensure comfortable cycling environment on the street.

275. **Finding:** Policies 9.45 and 9.46 address operations of the public street system and not planning and development. These policies do not apply.

**Policy 9.47. Connectivity.** Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7.

**9.47.a.** Develop conceptual master street plans for areas of the City that have significant amounts of vacant or underdeveloped land and where the street network does not meet City and Metro connectivity guidelines.

**9.47.b.** As areas with adopted Street Plans develop, provide connectivity for all modes by developing the streets and accessways as shown on the Master Street Plan Maps in the Comprehensive Plan.

**9.47.c.** Continue to provide connectivity in areas with adopted Street Plans for all modes of travel by developing public and private streets as shown on the Master Street Plan Maps in the Comprehensive Plan.

**9.47.d.** Provide street connections with spacing of no more than 530 feet between connections except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Where streets must cross over protected water features, provide crossings at an average spacing of 800 to 1000 feet, unless exceptional habitat quality or length of crossing prevents a full street connection.

**9.47.e** Provide bike and pedestrian connections at approximately 330 feet intervals on public easements or rights-of-way when full street connections are not possible, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Bike and pedestrian connections that cross protected water features should have an average spacing of no more than 530 feet, unless exceptional habitat quality or length of connection prevents a connection.

276. **Finding:** The WPTC Plan is consistent with this policy because it includes recommendations for improved pedestrian and bike connections over Interstate 5, and development of a master street plan for the town center.

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

**Policy 9.49 Performance measures.** Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.

**9.49.a.** Eliminate deaths and serious injuries for all who share Portland streets by 2025.

**9.49.b.** Maintain or decrease the number of peak period non-freight motor vehicle trips, system-wide and within each mobility corridor to reduce or manage congestion.

**9.49.c.** By 2035, reduce the number of miles Portlanders travel by car to 11 miles per day or less, on average.

**9.49.d.** Establish mode split targets in 2040 Growth Concept areas within the City, consistent with Metro's targets for these areas.

**9.49.e.** By 2035, increase the mode share of daily non-drive alone trips to 70 percent citywide, and to the following in the five pattern areas:

Pattern Area	2035 daily target mode share
Central City	85%
Inner Neighborhoods	70%
Western Neighborhoods	65%
Eastern Neighborhoods	65%
Industrial and River	55%

**9.49.f.** By 2035, 70 percent of commuters walk, bike, take transit, carpool, or work from home at approximately the following rates:

Mode	Mode Share
Walk	7.5%
Bicycle	25%
Transit	25%
Carpool	10%
Single Occupant Vehicle (SOV)	30% or less
Work at home	10% below the line (calculated outside of the modal targets above)

**9.49.g.** By 2035, reduce Portland’s transportation-related carbon emissions to 50% below 1990 levels, at approximately 934,000 metric tons.

**9.49.h.** By 2025, increase the percentage of new mixed use zone building households not owning an automobile from approximately 13% (2014) to 25%, and reduce the percentage of households owning two automobiles from approximately 24% to 10%.

**9.49.i.** Develop and use alternatives to the level-of-service measure to improve safety, encourage multimodal transportation, and to evaluate and mitigate maintenance and new trip impacts from new development.

**9.49.j.** Use level-of-service, consistent with Table 9.1, as one measure to evaluate the adequacy of transportation facilities in the vicinity of sites subject to land use review.

**9.49.k.** Maintain acceptable levels of performance on state facilities and the regional arterial and throughway network, consistent with the interim standard in Table 9.2, in the



development and adoption of, and amendments to, the Transportation System Plan and in legislative amendments to the Comprehensive Plan Map.

**9.49.i.** In areas identified by Metro that exceed the level-of-service in Table 9.2 and are planned to, but do not currently meet the alternative performance criteria, establish an action plan that does the following:

- Anticipates growth and future impacts of motor vehicle traffic on multimodal travel in the area
- Establishes strategies for mitigating the future impacts of motor vehicles
- Establishes performance standards for monitoring and implementing the action plan.

<b>Table 9-2: Oregon Metro Interim Deficiency Thresholds and Operating Standards</b>			
Location	Standards		
	Mid-Day One-Hour Peak *	PM 2-Hour Peak *	
		1st Hour	2nd Hour
Central City, Gateway, Town Centers, Neighborhood Centers, Station Areas	0.99	1.1	0.99
I-84 (from I-5 to I-205), I-5 North (from Marquam Bridge to Interstate Bridge, OR 99- E (from Lincoln St. to OR 224), US 26 (from I-405 to Sylvan Interchange), I-405	0.99	1.1	0.99
Other Principal Arterial Routes	0.90	0.99	0.99
*The demand-to-capacity ratios in the table are for the highest two consecutive hours of the weekday traffic volumes. The mid-day peak hour is the highest 60-minute period between the hours of 9 a.m. and 3 p.m. The 2nd hour is defined as the single 60-minute period, either before or after the peak 60-minute period, whichever is highest.			

**9.49.m.** Develop performance measures to track progress in creating and maintaining the transportation system.

**Policy 9.50 Regional congestion management.** Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness.

**9.50.a.** Create a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system.

**Policy 9.51. Multimodal Mixed-Use Area.** Manage Central City Plan amendments in accordance with the designated Central City Multimodal Mixed-Use Area (MMA) in the geography indicated in Figure 9-2. The MMA renders congestion / mobility standards inapplicable to any proposed plan amendments under OAR 660-0012-0060(10).

277. **Finding:** Policies 9.48 through 9.51 address the management of the City's transportation system in relation to certain performance measures incorporated into state, regional and local transportation plans. Conformance with these standards and OAR 660-0012-0060 was discussed above in findings responding to State Planning Goal 12, and are incorporated here by reference.

## Transportation Demand Management

**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.

278. **Finding:** Policies 9.52 through 9.54 provide direction regarding transportation demand management. The WPTC Plan is consistent with these policies as the existing zoning code Chapter 33.266 applies transportation demand management requirements to multi-dwelling and mixed-use zones in locations close to frequent transit in projects with buildings with 10 or more units. This includes much of the WPTC geography where rezoning is occurring.

## Parking management

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

**Policy 9.56. Curb Zone.** Recognize that the Curb Zone is a public space, a physical and spatial asset that has value and cost. Evaluate whether, when, and where parking is the highest and best use of this public space in support of broad City policy goals and local land use context.

Establish thresholds to utilize parking management and pricing tools in areas with high parking demand to ensure adequate on-street parking supply during peak periods.

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

**Policy 9.58. Off-street parking.** Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand.

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

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

279. **Finding:** Policies 9.55 through 9.60 address parking. The City's existing parking regulations implement these policies by including maximum parking ratios, by not requiring off-street parking with most new development, by permitting and encouraging shared parking arrangements.

The Transportation Planning Rule points to the designation of residential on-street parking districts as a tool that local governments can use to reduce reliance on automobile trips (660-012-0045). Portland has had an Area Parking Permit Program in effect since 1981. In recent years, this program has expanded to include 17 zones with neighborhoods and businesses collaborating with PBOT to create the rules for their zone. Per City Council ordinance, the Area Parking Permit Program can impose a surcharge on parking permits. The money raised from the surcharge can then be used to fund Transportation Demand Management strategies that reduce automobile trips. This includes a Transportation Wallet program where participants can receive significantly reduced transit, bike share, and other mobility passes in exchange for forgoing an on-street parking permit. PBOT will continue to seek opportunities to work with neighborhoods to expand the Area Parking Permit Program to address areas where traffic and parking congestion are increasing. The WPTC Plan area will be eligible to use these tools, as a more urban land use pattern emerges over time.

**Policy 9.61. Bicycle parking.** Promote the development of new bicycle parking facilities including dedicated bike parking in the public right-of-way. Provide sufficient bicycle parking at high-capacity transit stations to enhance bicycle connection opportunities. Require provision of adequate off-street bicycle parking for new development and redevelopment. Encourage the provision of parking for different types of bicycles. In establishing the standards for long-term bicycle parking, consider the needs of persons with different levels of ability.

280. **Finding:** The existing zoning code contains bicycle parking requirements to implement this policy, which were updated in 2020 through a separate ordinance. These existing requirements will apply to the WPTC Plan area.

## Finance, programs, and coordination

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

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

**Policy 9.64. Education and encouragement.** Create, maintain, and coordinate educational and encouragement programs that support multimodal transportation and that emphasize safety for all modes of transportation. Ensure that these programs are accessible to historically underserved and under-represented populations.

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

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

**Policy 9.67. Funding.** Encourage the development of a range of stable transportation funding sources that provide adequate resources to build and maintain an equitable and sustainable transportation system.

281. **Finding:** Policies 9.62 through 9.67 primarily address the funding and management of the City's transportation system and not planning and development actions, and do not apply. The WPTC Plan is consistent with Policy 9.62 because ODOT, TriMet, Metro, and educational districts participated in advisory groups and public events. Policy 9.63 addresses development impacts. The findings in response to Statewide Planning Goal 12 address this and are incorporated here by reference.

## Connected and Automated Vehicles

**Policy 9.68 New mobility priorities and outcomes.** Facilitate new mobility vehicles and services with the lowest climate and congestion impacts and greatest equity benefits; with priority to vehicles that are fleet/shared ownership, fully automated, electric and, for passenger vehicles, shared by multiple passengers (known by the acronym FAVES). Develop and implement strategies for each following topic.

**9.68.a.** Ensure that all new mobility vehicles and services and levels of automated vehicles advance Vision Zero by operating safely for all users, especially for vulnerable road users. Require adequate insurance coverage for operators, customers, and the public-at-large by providers of new mobility vehicles and services.

**9.68.b.** Ensure that new mobility vehicles and services improve active transportation and shared ride travel time reliability and system efficiency by:

1. maintaining or reducing the number of vehicle trips during peak congestion periods;
2. reducing low occupancy vehicle trips during peak congestion periods;
3. paying for use of, and impact on, Portland's transportation system including factors such as congestion level, carbon footprint, vehicle miles traveled, vehicle occupancy, and vehicle energy efficiency; and
4. supporting and encouraging use of public transportation.

**9.68.c.** Cut vehicle carbon pollution by reducing low occupancy "empty miles" traveled by passenger vehicles with zero or one passengers. Prioritize vehicles and services with the least climate pollution, and electric and other zero direct emission vehicles operated by fleets and carrying multiple passengers.

**9.68.d.** Make the benefits of new mobility available on an equitable basis to all segments of the community while ensuring traditionally disadvantaged communities are not disproportionately hurt by new mobility vehicles and services. This includes people with disabilities, as well as communities of color, women, and geographically underserved communities.

**9.68.e** Identify, prevent, and mitigate potential adverse impacts from new mobility vehicles and services.

**Policy 9.69 New mobility tools.** Use a full range of tools to ensure that new mobility vehicles and services and private data communications devices installed in the City right of way contribute to achieving Comprehensive Plan and Transportation System Plan goals and policies.

**9.69.a.** Maintain City authority to identify and develop appropriate data sharing requirements to inform and support safe, efficient, and effective management of the transportation system. Ensure that when new mobility vehicles and services use City rights-of-way or when vehicles connect with smart infrastructure within the City they share information including, but not limited to, vehicle type, occupancy, speed, travel routes, and travel times, crashes and citations, with appropriate privacy controls. Ensure that private data communications devices installed in the City right of way are required to share anonymized transportation data.

**9.69.b.** Design and manage the mobility zone, curb/flex zone, and traffic control devices, e.g. to limit speeds to increase safety, to minimize cut-through traffic, evaluate future demand for pick-up and drop-off zones, and to prioritize automated electric vehicles carrying more passengers in congested times and locations;

**9.69.c.** Evaluate the public cost and benefit of investments in wayside communication systems serving new mobility vehicles and services.

**9.69.d.** Develop sustainable user-pays funding mechanisms to support new mobility vehicle infrastructure and service investments, transportation system maintenance, and efficient system management.

**9.69.e.** Ensure that new mobility vehicles and vehicles that connect to smart City infrastructure, and private data communications devices installed in the City right of way, help pay for infrastructure and service investments, and support system reliability and efficiency. Develop a tiered pricing structure that reflects vehicle and service impacts on the transportation system, including factors such as congestion level, carbon footprint, vehicle miles traveled, vehicle occupancy, and vehicle energy efficiency.

282. **Finding:** Policies 9.68 and 9.69 address the management and regulation of automated vehicles in the right of way. There is no aspect of the WPTC Plan that relates to this topic, therefore these policies are not applicable.

# Chapter 10: Land Use Designations and Zoning

**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.

283. **Finding:** The WPTC Plan amendments revise the Comprehensive Plan and map, Zoning Map, and Zoning Code to effectively implement the provisions of the WPTC Plan. The WPTC Plan amendments are consistent with the policies in the 2035 Comprehensive Plan, as described in the findings throughout this report.

## Land use designations

**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.

284. **Finding:** The WPTC Plan amendments apply land use designations to all land within the WPTC Plan study area. In certain portions of the WPTC Plan area, land use designations are updated to implement the goals of the plan and advance the goals and policies of the 2035 Comprehensive Plan, as described in the findings throughout this report. Specific land use changes are proposed to advance the Comprehensive Plan Urban Design Framework and Centers policies, by supporting and focusing urban levels of development in areas designated as Centers.

## The Zoning Map and the Zoning Code

**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 per 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.

285. **Finding:** The WPTC Plan amendments apply base zones to all properties within the town center area. Generally, the base zone applied is the zone that most closely corresponds to the land use designation. In some locations within the study area, a less intense base zone is applied due to short-term obstacles to achieving the long-range land use. This includes: 1) areas which have proposed land use designations of Multi-dwelling Neighborhood, but which are proposed to retain lower-intensity single dwelling base zones (R5, R7) due to current infrastructure constraints; and 2) areas which have proposed land use designations of Mixed-use Urban Center, but which are proposed to retain Residential Multi-dwelling

base zones (RM1) due to infrastructure constraints and other implementation timing considerations.

**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 can support 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, 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.

**286. Finding:** The WPTC Plan amendments apply base zones and a new plan district legislatively and policy 10.3.b and d do not apply because they relate to amendments done quasi-judicially. The WPTC Plan is consistent with Policy 10.3.c because the zones applied are corresponding zones, or zones that are allowed per Figure 10.1 of the Comprehensive Plan. As indicated in Finding for Policy 10.2, allowed but non-corresponding zones are applied in areas where infrastructure constraints do not allow for current application of the corresponding zones, due to expected intensity of development of the corresponding zone. The WPTC Plan is consistent with Policy 10.3.e because the application of a plan district is based on the WPTC Plan that identifies area characteristics and issues that are not addressed by the base zones 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:

- Effectively and efficiently implement the Comprehensive Plan.



- Address existing and potential land use problems.
- Balance the benefits of regulations against the costs of implementation and compliance.
- 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:

- Keep regulations as simple as possible.
- Use clear and objective standards wherever possible.
- Maintain consistent procedures and limit their number.
- Establish specific approval criteria for land use reviews.
- Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
- Emphasize administrative procedures for land use reviews.
- Avoid overlapping reviews.

**10.4.c.** Strive to improve the code document:

- Use clear language.
- Maintain a clear and logical organization.
- Use a format and layout that enables use of the document by lay people as well as professionals.
- Use tables and drawings to clarify and shorten the document.
- Identify and act on regulatory improvement suggestions.

287. **Finding:** Volume 2 of the WPTC Plan Recommended Draft presents the legislative amendments to the Zoning Code to implement the concepts presented in Volume 1 of this ordinance. The amendments revise the Zoning Code specifically related to implementation of the WPTC Plan and to allowances for Self-Service Storage in proximity to transit stations. The WPTC Plan amendments include creation of the West Portland Multicultural Plan District, which specifies exemptions, allowances, limitations, and design features intended to implement the vision, goals, and policies of the WPTC Plan. The Self-Service Storage amendments limit the development of these types of land uses in transit station areas, which are intended for more active and intense uses. In all cases, the Zoning Code amendments are presented in as clear and objective of a way possible to ensure the intended users will be able understand and utilize the Zoning Code as it applies to their development proposals, land use, and properties, consistent with Comprehensive Plan Policy 10.4.

## Part IV. Area-Specific Plans

As required by 2035 Comprehensive Plan Policy 1.19, the following area-specific plan provides additional policy direction that is relevant within the policy framework provided by the overall Comprehensive Plan. The following plans were analyzed for policies related to the WPTC Plan area.

**288. Finding:** The City Council has identified the following goals and policies to be applicable to the WPTC Plan amendments. The City Council finds that area plans apply at a smaller geography scale in which compliance with the 2035 Comprehensive Plan supersedes any goals and policies in those area plans. Further, other than the Southwest Community Plan, there are no other adopted and recognized neighborhood plans applicable to the WPTC Plan area.

### Southwest Community Plan Vision, Policies and Objectives

(Ordinance No. 174667, effective 2000)

#### Land Use and Urban Form

Enhance Southwest Portland's sense of place as a community and a collection of distinct neighborhoods. Accommodate Southwest Portland's share of regional growth while protecting the environment in all areas. Encourage the realization of compact, transit and pedestrian-friendly, mixed-use centers while responding to the need for a range of housing types and prices. Outside of the mixed-use areas, allow infill housing opportunities which increase neighborhood diversity, stability and home ownership while limiting redevelopment.

**289. Finding:** Multiple government and community plans and documents from the last 30 years have captured the community's hopes and concerns for how the City and Southwest should change as it grows. The WPTC Plan builds on those efforts.

The Southwest Community Plan, adopted in 2000, is a district wide plan that identified the need for follow-up planning in the Barbur corridor and re-affirmed the desire for a West Portland Town Center. Its policies focused on issues related to infrastructure improvements and watershed health.

The WPTC Plan is the realization of the need for a separate land use plan for the area known as the West Portland Town Center and a significant length of the Barbur Boulevard corridor. The WPTC Plan updates the Comprehensive Plan, Zoning Map, and Zoning Code for the area. The WPTC Plan process included determining the appropriate boundary for the town center area and the proposed West Portland Multicultural Plan District. The WPTC Plan amendments will help transform the WPTC area from a conceptual town center into an emerging and active center via a new set of community goals, community development actions, area specific policies, and land use regulations that will guide and affect decisions about investments and development in the town center. The Southwest Community Plan envisioned the WPTC area becoming a successful center for employment and housing for people of all ages and income levels. The WPTC Plan supports and helps realize this vision

through its community vision and goals for a center with “strong communities and people” and “great places with equitable access.”

These visions include actions to direct growth within the town center along two major corridors, (SW Barbur Blvd and SW Capitol Hwy), rezoning portions of the residential zones directly north and south of Barbur Blvd to CM2. This will extend and further support the creation of a compact, transit, and pedestrian friendly mixed-use center within the crossroads area, providing more opportunity for housing and businesses near the Barbur Transit Center and Multi-Cultural Hub. Additional provisions applied to sites directly around the crossroads area, will focus on rezoning single-dwelling areas to multi-dwelling (Goal 1A). This growth is both responding to the need for a range of housing types and allowing infill housing opportunities which increase neighborhood diversity. These changes will support the growth of a more robust commercial and mixed-use center, with access to services and amenities, while providing a transition to less dense development, preserving the surrounding environment and keeping within the scale and characteristics of Portland’s residential neighborhoods.

## I. Community-wide Objectives

**Objective 1.** Ensure compatibility of new development with Southwest Portland's positive qualities.

**Objective 2.** Encourage innovative designs in public and private development that are in harmony with the natural character of Southwest Portland.

**Objective 3.** Ensure that zoning designations represent densities that are likely to be achieved.

- (a) Focus new housing and employment opportunities in “mixed-use areas” in Southwest Portland: in town centers, main streets, and at designated areas along corridors.
- (b) Encourage redevelopment that has clear public benefit, fewer adverse consequences, minimal environmental limitations and adequate infrastructure.
- (c) Ensure that development and redevelopment occurring outside of mixed-use areas respects the scale and the desired neighborhood character identified in individual neighborhood plans.

**Objective 4.** Through the shared efforts of residents, institutions, businesses, and public agencies, enhance the level of community responsibility for, and involvement in, a secure, safe and diverse environment.

**290. Finding.** City Council finds that the WPTC Plan amendments help realize the vision for a town center in this location making the many positive qualities of this high opportunity area – rich in good schools, natural areas, access to area jobs and services - accessible to more and diverse households and businesses.

The WPTC Plan amendments are supportive of applicable Community-wide Objectives 1 through 4 through the following:

- Adopting plan district standards for new development that establish a range of coherent and distinguishing characteristics for the town center’s commercial main

streets and that support small business needs together with a shift to a more pedestrian-oriented development pattern and streetscape.

- Adopting plan district regulations to encourage new development that supports small business and affordable commercial opportunities, including local minority/women-owned businesses.
- Adopting zoning map changes that concentrate new development capacity in the town center area.
- Reflecting the area's natural amenities, from its abundant tree canopy to its proximity to natural areas and parks, in the design of new development and provide the area a unique identity and improved health.
- Preserving and incentivizing the affordability of market-rate apartments serving low-income households by limiting the scale of new development, only allowing larger-scale redevelopment when at least half of units are affordable.
- Implementing a phased growth strategy that encourages sufficient densities for projects to carry infrastructure costs, including increasing minimum densities in multi-dwelling residential area to avoid under building and offering development incentives to aggregate lots and achieve greater densities and efficiencies.
- Creating a framework for improvements and public benefits to accompany growth and change while centering the needs and priorities of communities historically excluded from economic opportunities and communities of color in the area.

**Objective 5.** Support protection of historic and scenic resources in Southwest Portland.

291. **Finding:** Historic resources are located throughout the City, including in the WPTC Plan area. Identified historic resources (individual landmarks and districts) are conserved by the City's Historic Resources overlay zone. The WPTC Plan amendments do not identify any new resources or remove any existing designated historic resources, and the WPTC Plan amendments do not affect any of the Historic Resource overlay zone regulations in City Code Chapter 33.445.

**Objective 6.** Develop zoning, subdivision and design tools to promote infill development that is compatible with the desired character of established residential areas.

292. **Finding:** The WPTC Plan amendments are supportive of new development being compatible with the character of the WPTC area through the following:

- Careful thought has been given to land use and scale transitions within the town center, with the most intense uses and density concentrated in the heart of the center. Around these commercial mixed-use zones, and along the WPTC's corridors, RM1 and RM2 zones have been applied as a transition between this mixed-use core and the area's single-dwelling zones. The application of these will aid in providing a transition to the characteristics of single-dwelling residential areas, such as requirements for landscaped front setbacks, lower-scale building heights, and limitation on the size of facades. Allowances for limited amounts of ground-floor commercial uses in these multi-dwelling zones along major corridors limit these uses to corridor frontages and require screening for outdoor seating located adjacent to properties with residential zoning.

Requirements for building setbacks and landscaping in the multi-dwelling zones will allow for screening vegetation when adjacent to industrial areas.

- Application of the Design Standards and the Citywide Design Guidelines will provide additional guidance to mitigate any adverse impacts of larger development on adjacent sites. Guideline 02, which addresses context at a neighborhood level, encourages development on larger sites to build positive relationships with neighboring properties by utilizing smaller contextual responses. These could include the use of site edge treatments such as buffering and landscaping, and/or architectural features, such as placement of openings and building details, to help protect the livability of adjacent areas.
- The WPTC Plan includes a West Portland Town Center Character Statement. The statement will help ensure that development proposals undergoing design review are responsive to the unique context of this center and its residents. Ultimately, the goal of this statement is to provide future design reviews with a richer, more specific context description to guide how new development should address the area's character-defining features, ecological context, resources, and social and cultural values.

**Objective 7.** Encourage medical and educational institutions to appropriately house students and work cooperatively with affected neighborhood associations to minimize negative livability impacts on adjacent residents

293. **Finding.** Objective 7 concerns the impact of students attending medical and educational institutions on nearby residents. WPTC Plan area does not contain any major medical or educational institutions. The Sylvania Campus of Portland Community College (PCC) is located just south of the town center area, but PCC does not have a dormitory on campus. Therefore, Objective 7 does not apply. Nonetheless, the WPTC Plan amendments expand both housing options and housing affordability, which would be supportive of PCC students seeking housing in the town center near the Sylvania Campus.

**Objective 8.** Support efficient utilization of public lands for achieving compatible multiple objectives, where appropriate

294. **Finding.** Objective 8 concerns the efficient use of public lands. The WPTC Plan is supportive of this objective through its actions and recommendations concerning a major piece of publicly-owned land in the heart of the town center: the Barbur Transit Center (BTC). The Portland City Council and TriMet leadership have identified the BTC as a unique opportunity to redevelop a publicly owned property with more affordable housing and commercial and human services. The BTC should be more than just a place to catch a bus or train or pass through. The BTC should support a mixed use, mixed-income transit-oriented development that anchors the town center's multicultural community identity, provides needed housing and human services and space for community serving businesses. The community expressed a strong preference for a redeveloped BTC to anchor a new multi-cultural hub along or near Barbur Boulevard, including affordable housing, shops, culturally responsive community services, open spaces, parking, and employment uses. The WPTC Plan also includes new area-specific Comprehensive Plan policies, such as "Encourage the redevelopment of publicly owned land to include affordable housing for households with

incomes at or below 60% area median income (WPTC 3).” The WPTC Plan also recommends discounting or donating publicly owned land for affordable housing and community economic development projects (see appendix 8 of the WPTC Plan for details on TriMet’s future surplus properties and ODOT’s Barbur Transit Center).

**Objective 9.** Land use patterns near existing parks in Southwest should consider the desired neighborhood character, service level of the park, and accessibility as well as the potential impact on sensitive environmental areas.

295. **Finding.** Objective 9 concerns land use patterns near existing parks. One goal of the WPTC Plan is to improve mental and physical health outcomes for people living and working in the area through improved health services and more connections to nature. The WPTC area already has access to abundant natural areas, but the WPTC Plan recognizes that the area would benefit from improved provision of, and access to, developed park recreational experiences, such as play areas, basketball courts, community gardens, and larger plaza spaces to support community gathering to serve a growing community. The WPTC Plan recommends establishing more community gardens, and developing funding tools and an implementation strategy for a new park in the southeast quadrant of the town center.

## II. Additional Objectives for Mixed-Use Areas

### A. General Objectives

**Objective 1.** Define boundaries of main streets and town centers through a public process in a way that supports commercial viability, meets Metro’s 20 year allocations, and helps the city meet its housing goals.

296. **Finding.** The City Council finds that the definition of the WPTC boundary was developed through a public process with various opportunities for public engagement and input, as described in the findings for 2035 Comprehensive Plan Chapter 2 (Community Involvement). The new WPTC boundary will support commercial viability by its addition of new mixed use areas, added housing capacity for households to support the town center’s businesses and services, and new development standards and recommended infrastructure improvements to make the area more pedestrian friendly and welcoming.

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundary. To realize the West Portland Town Center Plan vision, additional incentives and regulations, many of which prioritize housing affordability and community benefits will be incorporated into the Portland Zoning Code as a new chapter called the West Portland Multicultural Plan District. The provisions of this plan district chapter will apply to properties within the town center boundary in addition to the base zone requirements of the Zoning Code. As described elsewhere in these findings, the WPTC Plan will help the City meet its 20-year allocations and housing goals.

**Objective 2.** Create land use patterns that support transit and foster a positive environment for pedestrians in Southwest Portland’s town centers, main streets, and at designated areas along corridors.

297. **Finding.** The City Council finds that the WPTC Plan supports transit and a positive pedestrian environment through:

- Encouraging transit-oriented development along Barbur by requiring new buildings to be more than a single story, meet a minimum floor area ratio, and include additional trees along the Barbur frontage.
- Allowing buildings to be larger in exchange for public benefits such as affordable housing, affordable commercial space, and community meeting rooms.
- Encouraging transit-oriented development beyond the main corridors by extending areas zoned for mixed use and multi dwelling zoning, increasing minimum densities and providing incentives in multi dwelling zones for small sites to be combined into larger sites with affordable units.
- Supporting a walkable town center by prohibiting new gas stations and drive-throughs.
- Requiring active ground floor uses and pedestrian-friendly design along key commercial corridors to support community activity.
- Planning for a new “green ring”; a multi-modal circulation and recreation network, combining elements of Neighborhood Greenways, off-street paths, trails, pedestrian bridges, and sidewalks connecting destinations, parks, and green spaces throughout the center.

**Objective 3.** Encourage development within main streets and town centers that enhances commercial vitality and the desired characteristics of these areas.

298. **Finding:** Goal 1C of the WPTC Plan is to create defined main streets and commercial areas and enhance conditions for more robust and varied commercial and business services in these areas. The WPTC Plan helps accomplish this goal through:

- adopting zoning map changes that expand the area of mixed-use development allowing for a greater number of commercial enterprises in the town center
- adopting a zoning code plan district map that identifies streets where ground floor active uses are required, to support commercial activity in the central areas of town center
- adopting zoning code plan district standards for new development that establish a range of coherent and distinguishing characteristics for the town center’s commercial main streets and that support small business needs together with a shift to a more pedestrian-oriented development pattern and streetscape
- adopting zoning code plan district regulations to encourage new development that supports small business and affordable commercial opportunities, including local minority/women-owned businesses

**Objective 4.** Encourage employment and housing growth in Southwest Portland’s town centers, main streets, and at designated areas along corridors, while effectively managing stormwater runoff and protecting creeks and waterways.

**Objective 5.** Ensure that plan designations and zoning in mixed-use areas are flexible enough:

- (a) to allow a wide range of commercial, high density residential, and employment opportunities.
- (b) that, when subsequent master plan processes are begun, such designations will not act as a hindrance to the planning effort.

299. **Finding.** The WPTC Plan is supportive of Objectives 4 and 5. The WPTC Plan includes multiple actions intended to encourage employment and housing growth, manage stormwater, and have flexible zoning tools that allow a wide range of opportunities for current and future residents and business owners in the town center area. The WPTC Plan amendments for the new West Portland Multicultural plan district includes:

- New regulations for the area’s commercial mixed-use areas that provide development incentives to increase the financial feasibility of including small commercial space, commercial space for community services, and childcare.
- Commercial space size limits to support smaller emerging businesses and in some cases requirements for affordable commercial space per Prosper Portland’s Affordable Commercial Space Program.
- A new “Employment Focus Area” intended to prioritize transit-oriented employment uses, including quality jobs to support the economic self-sufficiency of area residents. The Employment Focus Area prohibits residential uses and limits parking for retail and commercial uses. The Employment Focus Area is proposed for CM3 zoning to allow for the urban development intensities provided by this zone and the pedestrian-oriented design features intended for the area, while limiting the retail and residential uses otherwise allowed by the CM3 zone.
- Zoning map changes that rezone significant land area from single dwelling to low and medium multi dwelling designations and mixed-use designations. Therein increasing future residential unit capacity.
- New regulations, including incentives, for both the mixed use and multi dwelling zoned areas that:
  - encourage development of more housing as well as affordable housing through the Inclusionary Housing Program, and
  - encourage retention of existing low-cost market-rate apartments unless redeveloped with regulated affordable housing
- Regulations that require development to integrate environmental features into the overall site design that contribute to area character, enhance stormwater management, mitigate air pollution and temperatures, improve public healthy and quality of life, and mitigate impact to the area’s natural systems.



- Upon adoption of the WPTC Plan, the City will initiate a condition assessment and inventory of stormwater and sanitary system components to inform comprehensive system planning for the WPTC area. And in the short term, the City will initiate an integrated West Portland Town Center Sanitary and Stormwater System Plan that articulates work needed to support growth, align with transportation improvements and address sewer and stormwater management issues in the area. Plan will include a phasing strategy that will recommend implementation and sequencing of critical investments and work.

**Objective 6.** Balance the need for higher density residential and mixed-use development with the preservation of single family detached homes on small lots in the town centers, main streets and corridors, to promote a diversity of housing options in these areas.

300. **Finding.** The City Council finds that the WPTC Plan meets this objective because the proposal specifically considered and balanced the need for higher-density residential and mixed-use development with preservation of single dwelling zoning on small lots.

The City Council finds that the WPTC Plan boundary was drawn to largely circumscribe the areas zoned for mixed use and multi dwelling zoning in order to coincide with the regulations in the West Portland Multicultural Plan District and the intended function of a town center to accommodate growth.

The WPTC includes areas to be designated as Residential Multi Dwelling 1 (RM1), a low scale multi dwelling zone, that is compatible with single dwelling development. Typical development in this zone includes duplexes, triplexes, rowhouses, small apartment buildings and other relatively small-scale housing types that are compatible with the characteristics of Portland's single dwelling areas. The RM1 zones include options to add development onto sites with existing single dwelling development.

Currently 60% of land zoned for residential use in the West Portland Town Center study area is zoned single dwelling. The existing mixed use and multi dwelling zoning along Barbur Boulevard covers a narrow corridor with an immediate transition to low-density zoning. The WPTC Plan addresses the imbalance of single dwelling and multi dwelling zoning to allow for enough new residents to support a full-service business district and the range of housing types and costs that give meaningful choices for economically diverse households.

Even so, the WPTC Plan does include some areas of single dwelling zoning within the town center boundary. These areas include small lots (5,000-10,000 sf) that are currently developed with detached houses. Some of these areas are retained at their current zoning (primarily R7 and R10) in consideration of impacts to adjacent streams and significant stormwater infrastructure limitations. An additional small area remains as single dwelling zoning, but with a higher (R2.5) zoning designation. There are no changes proposed for areas beyond the WPTC boundary and those will retain current R5, R7, and R10 single dwelling zoning, and sufficiently provide a diversity of housing options in the WPTC area.

**Objective 7.** Enhance the natural resource, recreational and aesthetic values of streams, stream corridors and open spaces within town centers and main streets.

301. **Finding:** The City Council finds that the WPTC Plan supports this policy objective by promoting compact development within the town center and by consideration of these resources when re-designating zoning in the area. The WPTC Plan’s careful coordination with stormwater infrastructure needs for the area will also support the noted values of streams, corridors, and open spaces by managing and reducing future impacts related to stormwater draining. The WPTC Plan will also not remove or otherwise alter the environmental overlay zones in the area.

**Objective 8.** Enhance the environment for pedestrians in Southwest Portland’s town centers, main streets, and transit corridors

302. **Finding:** The City Council finds that the WPTC Plan supports Objective 8 through provisions that promote transit- and pedestrian-oriented development, by facilitating a diverse range of compact development in multi-dwelling and commercial/mixed use zones including:

- Encouraging transit-oriented development along Barbur by requiring new buildings to be more than a single story, meet a minimum floor area ratio, and include additional trees along the Barbur frontage to foster a more robust and welcoming commercial pedestrian area.
- Encouraging transit-oriented development beyond the main corridors by extending areas zoned for mixed use and multi dwelling zoning, increasing minimum densities and providing incentives in multi dwelling zones for small sites to be combined into larger sites with affordable units.
- Requiring active ground floor uses and pedestrian-friendly design along key commercial corridors to support pedestrian activity.
- Supporting a walkable town center by prohibiting new gas stations and drive-throughs.
- Planning for a new “green ring”; a multi-modal circulation and recreation network, combining elements of Neighborhood Greenways, off-street paths, trails, pedestrian bridges, and sidewalks connecting destinations, parks, and green spaces throughout the center.
- Requiring residential entrance standards that will encouraging activation and better visibility and relationship between multi dwelling development and the street realm.

**Objective 9.** Link mixed-use areas with an interconnected transportation network and transit services.

**Objective 10.** Give priority to public funding for future infrastructure improvements in Southwest Portland that will address deficiencies and support employment and housing growth, to the town centers, main streets, and transit corridors, including improvements that will support “nodes” of pedestrian and transit activity along the corridors.

303. **Finding:** The City Council finds that the WPTC Plan supports Objectives 9 and 10. Anticipating the future investment in high-capacity transit along the SW Corridor, the WPTC area is centered in an active and interconnected transportation and transit network—its core being the Barbur Transit Center—and the WPTC Plan recommends transportation infrastructure improvements that will strengthen these networks and zoning map designations that will leverage these connections. The WPTC Plan also recommends

investments in the town center area to support community development actions identified by underserved communities, housing preservation, and development and infrastructure improvements.

## B. Town Center Objectives

Town centers serve areas greater than and may have a character distinct from the surrounding neighborhoods. Town centers take a variety of shapes and forms. They contain buildings which may be larger than those in surrounding neighborhoods with a style and design that gives the town center its own sense of place. Its core contains the highest density employment, commercial and residential uses and developments. Moving outward, uses and buildings become increasingly less dense, with the edges compatible and inviting to nearby neighborhoods. Town centers are transportation hubs, with convenient locations for making transit connections. Town centers in Southwest Portland are Hillsdale, Raleigh Hills, and West Portland\*.

**304. Finding.** The WPTC Plan is consistent with the description of town centers above. The WPTC Plan amendments focus the most intense and densest zones and uses in the core area along the Barbur corridor and surrounding the Barbur Transit Center. Further away from this core area, allowed densities and building sizes lessen and provide a transition to surrounding lower density areas. The new plan district standards and incentives, combined with the new design character statement will help ensure that the WPTC area will have its own distinct, pedestrian-friendly, and inclusive character.

**Objective 1.** When increasing residential and employment density in Southwest Portland, place the highest density within town centers.

**305. Finding.** The City Council finds that this objective is met because as demonstrated in the proposed Comprehensive Plan Map and Zoning Map amendments, the WPTC Plan places the highest allowed densities in the core of the town center area centered around the Barbur Transit Center and along the Barbur and Capitol corridors, with densities generally transitioning down further away from the core area and corridors. Compared to surrounding areas outside the town center boundary, the WPTC is envisioned to have higher densities to take advantage of and maximize the benefits of its proximity to the transit hub and future planned light rail on the SW Corridor.

**Objective 2.** Within the boundaries of town centers, create transitions along the edges that respect the planned density, design, scale and character of the contiguous neighborhoods.

**306. Finding:** The City Council finds that this objective is met because as demonstrated in the proposed Comprehensive Plan Map and Zoning Map amendments, the WPTC Plan places the highest allowed densities in the core of the town center area centered around the Barbur Transit Center and along the Barbur and Capitol corridors, with densities generally transitioning down further away from the core area and corridors. A low scale multi dwelling zone (RM1) is largely assigned in areas that are not in the core or on the major corridors has a similar allowed scale to single dwelling zones, providing opportunity for transitions in scale from the larger-scale commercial/mixed use zones and medium scale multi dwelling zones located in the core area and corridors .

**Objective 3.** Include the following in any future individual town center master plans:

- (a) identification of major employers and businesses and what they need to succeed in that location;
- (b) analysis of changes due to active intervention programs as well as market trend changes;
- (c) analysis of infrastructure improvements, including the necessity for increased connectivity within the town center required for rapid high density growth, the need for regional stormwater management facilities, and identification of likely funding mechanisms;
- (d) district-wide entertainment possibilities;
- (e) identification of the character distinctive to the particular town center; and
- (f) identification of and assistance to individuals, businesses and organizations committed to improvements within the town center.

**307. Finding.** The City Council finds that this objective is met through the following:

Appendix D of the WPTC Plan is a Business Inventory and Assessment, which was done as part of the existing conditions report for the project, and satisfies Objective 3(a). Portland State University urban planning students analyzed the business environment, inventoried businesses, surveyed business owners, and researched best practices in equitable business district support.

The WPTC Plan considers the unintended consequences of market forces when investments in new amenities (like high-capacity transit, good parks, affordable housing) increase an area's desirability. The WPTC Plan acknowledges that there are well-established East African and Arab Muslim immigrant communities with roots in the town center, who face high risk of displacement as the Portland real estate market drives up prices and efforts to improve these neighborhoods increase its desirability. To avoid unintended consequences, some of the WPTC Plan's strategies include allowing new housing to be developed gradually over time, and providing public benefits desired by community members who have historically been excluded.

Volume 1, Section 4 of the WPTC Plan includes an assessment of the infrastructure improvements needed, including stormwater facilities, to support the planned growth in the town center area and contains recommendations on prioritizing, phasing, and funding mechanisms. The WPTC Plan helps address the need for increased connectivity through its recommendations on active transportation improvements for pedestrians and bicyclists, such as the Green Ring trail concept consisting of traffic calming and greenways, new sidewalks, new bike lanes, safer street crossings, better lighting, bus shelters, benches, and a new pedestrian bridge over Interstate 5.

While entertainment possibilities were not expressly investigated, the WPTC Plan amendments will expand the amount of land zoned for commercial/mixed uses and open space uses in the town center, this expanding the area where entertainment-related uses can be permitted.

As required for all area plans, the WPTC Plan includes a character statement to comply with the Citywide Design Guidelines that identifies the distinctive traits of the emerging West Portland Town Center, as dictated by the community.

The support of individuals, businesses, and organizations in the WTPC area will be critical to implementing improvements. The WPTC Plan includes a significant, though non-exhaustive list of public funding sources and program that may be available to help implement the Plans' goals. Partnering with organizations led by and accountable to community leaders from BIPOC communities to identify priority public investments is critical to ensuring investments have equitable outcomes and is a commitment from local government.

**Objective 4.** Encourage public/private partnerships to address the infrastructure needs in town centers.

**308. Finding.** The City Council finds that this objective is met because the WPTC Plan recommends an investment strategy that balances financial considerations, equity, and leverages partnerships. The WPTC Plan includes an implementation strategy and growth strategy that addresses these considerations in Volume 1, pages 86-111. The WPTC Plan includes recommendations for a partnership with ODOT and TriMet to take further steps to encourage redevelopment of the Barbur Transit Center to achieve some plan objectives. This is described on page 44 of Volume 1, and as Action #2.C.3 on page 77.

## C. Main Street Objectives

Main streets are a part of and provide services to the neighborhoods within which they are located. Generally linear in form, main streets contain buildings whose height, scale, and designs are appropriate for their neighborhoods and uses which are a mix of residential and neighborhood-scale commercial. While main streets typically serve the surrounding community, they may develop a regional specialization. They may have a village or urban character. Their growth and development will occur in tandem with changes to the surrounding neighborhood. Main streets in Southwest Portland are Garden Home, Macadam, and Multnomah.

**Objective 1.** Respect the planned density, design, scale and character of the contiguous neighborhood when increasing residential and employment density within main streets.

**Objective 2.** Ensure transportation connections, community interaction, pedestrian rhythm and orientation, and frequent and accessible transit service within and between the main street and the surrounding neighborhood(s).

**Objective 3.** Include the following in any future individual main street master plans:

- (a) identification of desirable neighborhood-scale businesses as well as those which might draw from a more regional market and what they need to succeed in that location;
- (b) analysis of market trend changes;
- (c) analysis of infrastructure improvements needed and likely funding mechanisms to transition the main street to a higher density within 20 years;
- (d) local entertainment possibilities;

- (e) identification of the character of the particular main street and means by which the area will change incrementally; and
- (f) identification of and assistance to individuals, businesses and organizations committed to improvements within the main street.

309. **Finding.** As described in the goal statement from the Southwest Community Plan, “Main streets in Southwest Portland are Garden Home, Macadam, and Multnomah.” West Portland is not considered a main street area for purposes of the community plan. Therefore, the Main Street Objectives are not applicable to the WPTC Plan.

## D. Corridor Objectives

Corridors are transportation routes that connect mixed-use areas to each other and to other parts of the region. They are designated for increased growth and development during the next 20 years. They may or may not currently contain transit services, but as development occurs, they will become increasingly convenient to access public transportation. They are linear but contain nodes - usually intersections - which are most appropriate for locating concentrated development. Almost all corridors need infrastructure improvements to attain a high-quality pedestrian and bicycle environment. Corridors in Southwest Portland are Barbur Boulevard, Beaverton-Hillsdale Highway, Capitol Highway, Multnomah Boulevard, and Terwilliger-Boones Ferry Road.

310. **Finding.** The WPTC Plan area contains two of the corridors identified in the Southwest Community Plan’s Corridor goal statement above: Barbur Boulevard and Capitol Highway. The findings below address each of the Corridor Objectives. The WPTC Plan area is centered on the intersections of SW Capitol Highway and Taylors Ferry Road with Barbur Boulevard, sometimes call the “crossroads”.

**Objective 1.** Encourage transit-supportive concentrations of housing and employment density at appropriate locations.

311. **Finding.** Currently 60% of land zoned for residential use in the WPTC study area is zoned single dwelling. The existing mixed-use and multi-dwelling zoning along Barbur Boulevard covers a narrow corridor with an immediate transition to low-density zoning. The WPTC Plan addresses the imbalance of single-family and multi-family zoning to allow for enough new residents to support a full-service business district and the range of housing types and costs that give meaningful choices for a variety of economically diverse households. The WPTC Plan proposes applying 78 acres of additional multi-dwelling and mixed-use zoning within the town center, which will allow for transit-supportive concentrations of housing and employment within the town center and close to the Barbur Transit Center. The WPTC Plan’s proposed coordinated growth strategy is described in Volume 1, Section 4 and focuses early growth around the corridors and two commercial and community nodes.

**Objective 2.** Emphasize a high-quality pedestrian and bicycle environment and convenient access to public transportation along corridors.

312. **Finding:** The WPTC Plan amendments support this objective by allowing increased housing density in the multi-dwelling and commercial mixed-use zones and by provisions that foster

transit- and pedestrian-oriented design. The WPTC Plan amendments provide flexibility for more units on sites in the multi-dwelling zones located along the WPTC area's corridors. The expanding housing options will allow more people to live close to the corridors' transit options. The WPTC Plan amendments also help foster transit- and pedestrian-oriented places through requirements for street-oriented entrances and limitations on parking.

**Objective 3.** Encourage the development of "nodes" of employment, commercial and housing opportunity along transit corridors.

313. **Finding.** The WPTC Plan's proposed coordinated growth strategy is described in Volume 1, Section 4 and focuses early growth around the corridors and two commercial and community nodes to align with the greatest number of Community Goals, especially affordable housing and future transit investments on Barbur. The vision for the central area along the Barbur corridor is a multi-cultural, transit-oriented district with two pedestrian-oriented commercial nodes on the north and south sides. In the southern end of the town center area, a small mixed-use, live-work node along SW 40th is proposed to serve neighbors to the south, with a new walkable destination on the way to the Barbur Transit Center.

**Objective 4.** Provide regional and on-site stormwater management facilities that mitigate the effects of runoff from transportation infrastructure.

314. **Finding.** All ROW improvements will be required to be consistent with the Stormwater Management Manual, most recently updated in December 2020. The WPTC Plan includes recommendations for integrated stormwater and street improvements (Volume 1, pages 104-106). Actions may also result in updates to the Stormwater Management Manual to tailor regulations on new development and improvements in the right of way to local conditions and pursuing funding to study and pilot innovative stormwater management solutions to support stream health and build out of the transportation network.

**Objective 5.** Provide connections between transit corridors and nearby schools and public park facilities.

315. **Finding.** The WPTC Plan calls for a system of safe pedestrian and bicycle connections that will extend from the commercial mixed-use center to the various parks and natural areas, as well as civic landmarks like Markham Elementary School. Additionally, Goal 2E of the WPTC Plan is to improve mental and physical health outcomes for people living and working in the area through improved health services and more connections to nature. One way the WPTC Plan will accomplish this is through the proposed Green Ring concept, which creates connections via a low-stress circulation and recreation network to everyday places as well as parks and natural areas.

## Public Facilities

Ensure adequate public facilities for both existing and new development through equitable funding mechanisms.

**Objective 1.** Evaluate current deficiencies in public facilities.

**Objective 2.** Develop a long-range plan and strategies to improve public facilities consistent with Southwest Community Plan objectives.

**Objective 3.** Ensure that the provision of new public facilities maintains or enhances the functions of existing public facilities.

**Objective 4.** Develop a process involving public participation to find equitable mechanisms for funding improvements to inadequate infrastructure and additional infrastructure needed for new development.

**Objective 5.** Develop land use patterns and public facilities that protect natural water courses, and consider the impacts of landslides and earthquakes.

**316. Finding.** In planning for future change, including more housing and jobs, the WPTC Plan considered and addresses public facility needs for the town center area. While some public investments will be made to address broader infrastructure needs to serve the broader area, rather than development-specific needs, new development will also need to provide infrastructure improvements. The WPTC Plan also contributes additional area specific information for Portland’s Citywide System Plan implementation. The WPTC Plan articulates short- and medium-term actions, in coordination with service bureaus, needed to prepare for future growth and support the visions of the WPTC Plan. In addition, regulatory and land use designation elements of the WPTC Plan were informed and guided by the existing and projected public facilities or infrastructure conditions and needs of the area.

The WPTC Plan’s growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades, as a projected 3,500 additional housing units are built as a result of proposed zoning changes, and 3,000 new jobs locate in the town center.

A series of early infrastructure project priorities are recommended with the town center plan. These priorities were identified by City staff based on community priorities shared through public outreach and surveys in the Spring and Fall of 2020, viability of funding, City equity goals, connectivity, redevelopment potential, and the coordination needs and opportunities of the Bureau of Environmental Services (BES) and Bureau of Transportation (PBOT).

Additional findings addressing water, sanitary sewage disposal, stormwater management, and school district capacity are found in findings in response to Comprehensive Plan Chapter 8 policies. Findings addressing transportation systems are in response to Chapter 9 policies. The findings in response to those goals and policies are incorporated by reference. Therefore, as described in these findings and incorporated by reference here, WPTC Plan amendments are consistent with Public Facilities Objectives 1 through 5.

## Citizen Involvement

Ensure that the policies and objectives of the Southwest Community Plan are used to guide the collaborative actions of the city and Southwest citizens for the next 20 years. Involve citizens integrally in the Southwest Community Plan from concept through evaluation and revision.



**Objective 1.** Create partnerships based on a collaborative, consensus-seeking, community-based approach between community organizations, neighborhood and business associations, city bureaus and officials, all implementing bodies, and individual citizens when creating, developing, or implementing policies and programs for the Southwest Community Plan or Southwest area.

**Objective 2.** Establish clarity as to the roles, rights, responsibilities, and degree of accountability of the participants, including city officials, bureau directors, staff, citizen leadership, organizations, and individuals for creation, development, and implementation of policies or programs for the Southwest Community Plan or Southwest area.

**Objective 3.** Address community concerns and goals during creation, development, implementation, monitoring, evaluation, and revision of the Southwest Community Plan.

**Objective 4.** Identify, strengthen, and use communication links between the Planning Commission, City Council, city staff, and citizens throughout the creation, development, and implementation of the Southwest Community Plan. Ensure that citizens receive responses from policymakers, including the rationale for decisions.

**Objective 5.** Use the Southwest Community Plan policies and objectives to create, develop, implement or evaluate new citywide policies, programs, or project proposals to ensure that the concerns of the Southwest community are addressed.

**Objective 6.** Engage the Southwest community and all relevant stakeholders in discussion of the economic and demographic factors that could affect the current and future needs of development, business, and in the creation, development and successful implementation of the Southwest Community Plan.

**Objective 7.** Support the activities of recognized organizations when creating, developing, or implementing policies or programs for the Southwest Community Plan or Southwest area.

**Objective 8.** Review the progress of the Southwest Community Plan in concert with the citizens of Southwest Portland through ongoing monitoring and periodic evaluation of plan implementation, including refinement or modification of implementing actions with public input as circumstances change.

**Objective 9.** Obtain active participation from Southwest neighborhood associations, business associations, and other community-based organizations by soliciting recommendations from their leadership for participation on any citizen advisory committee to engage in any phase or facet of the Southwest Community Plan or plan area. Seek balance and variety on all citizen advisory committees.

**317. Finding.** The community involvement for the WPTC Plan has been addressed throughout these findings, particularly under Statewide Planning Goal 1 and Comprehensive Plan Chapter 2, and those findings are incorporated here by reference. Objectives 3, 4, and 8 concern the creation, monitoring, and review of the Southwest Community Plan itself, which the WPTC Plan does not change, and are not applicable.

## Economic Development

Maintain and build upon Southwest Portland’s position to attract and support economically viable neighborhood and regional employment centers. Foster businesses and commercial developments that are compatible with the desired scale and character of each center. The most desirable businesses include those which predominantly provide family-wage jobs.

**Objective 1.** Foster the development of new jobs in Southwest Portland by encouraging development of new businesses in commercial and employment areas.

**Objective 2.** Support educational and medical institutions in enhancing the quality of education they provide and research they conduct.

**Objective 3.** Support opportunities for startup and in-home business and telecommuting as a way of reducing vehicle miles traveled while promoting economic diversification.

**Objective 4.** Attract investment that contributes to the range of commercial, civic and community services desired in each employment center.

**Objective 5.** Encourage locally-owned and managed businesses and properties.

**Objective 6.** Encourage the construction of residential units as a component of new commercial and employment developments.

**Objective 7.** Encourage the provision of ground floor retail and services in office buildings and in multifamily housing projects.

**Objective 8.** Support activities that increase the linkage between local job opportunities and job training and school-to-work transition programs in the high school and community college.

**Objective 9.** Assist businesses, business associations, and neighborhoods to organize. Encourage each to:

- (a) Identify the range of goods and services needed to serve the Southwest market.
- (b) Create a favorable climate for new and existing businesses to provide a wide range of goods and services to the Southwest market.
- (c) Establish a trusting and productive relationship with neighbors and neighborhood associations.

318. **Finding:** The WPTC Plan led with a health and racial equity lens to ensure the economic and health benefits from future improvements to the area are available to everyone. The WPTC Plan centered the voices of communities most affected by the combined impacts of environmental inequities, climate change, and systemic racism—communities of color, immigrants, and people excluded from economic opportunities.

The WPTC Plan includes goals intended to protect and provide economic opportunities for current and future residents and business owners in the town center area.

- Goal 2A - Prevent residential and cultural displacement by providing households historically excluded from economic opportunities and communities of color the choice to remain in place and build wealth.

- Goal 2C - Promote opportunities for businesses and employment, including immigrant, minority, and women-owned small businesses and workers, that reflect the diverse cultures of the area.

The WPTC Plan includes new area-specific Comprehensive Plan policies:

- Use zoning tools and City economic development programs to support employment opportunities in professions that provide quality jobs (WPTC 4).
- Engage broad and collaborative economic development partnerships to achieve the town center’s equitable development goals (WPTC 16)

The WPTC Plan and the new West Portland Multicultural plan district includes:

- New regulations for the area’s commercial mixed-use areas that provide development incentives to increase the financial feasibility of including small commercial space, commercial space for community services, and childcare.
- Commercial space size limits to support smaller emerging businesses and in some cases requirements for affordable commercial space per Prosper Portland’s Affordable Commercial Space Program.
- A new “Employment Focus Area” intended to prioritize transit-oriented employment uses, including quality jobs to support the economic self-sufficiency of area residents. The Employment Focus Area prohibits residential uses and limits parking for retail and commercial uses. The Employment Focus Area is proposed for CM3 zoning to allow for the urban development intensities provided by this zone and the pedestrian-oriented design features intended for the area, while limiting the retail and residential uses otherwise allowed by the CM3 zone.

## Housing

Provide a variety of affordable housing choices adequate to meet the needs of current and future Southwest residents. Regard the existing housing stock as one resource to meet this need. Encourage development of housing types that will increase home ownership opportunities for Southwest residents.

**319. Finding:** The WPTC Plan builds on the 2018 Southwest Corridor Equitable Housing Strategy (EHS), which set goals and provided a roadmap to align policies and housing investments to prevent displacement of vulnerable households and increase housing choices for all people over a ten-year period. Increasing affordable housing opportunities and supporting retention of market-rate low-cost housing are important outcomes of the WPTC Plan. The WPTC Plan amendments remove regulatory barriers to a variety of housing types and tenures through the expanded mapping of multi-dwelling and mixed-use zoning, which allow for a wide variety of housing and ownership arrangements, including condominiums, cooperatives, fee-simple lots, community land trust models, and other ownership arrangements. Furthermore, the WPTC Plan’s expansion of multi-dwelling zoning supports homeownership through expanded availability of smaller middle housing units. The WPTC Plan also includes regulatory provisions designed to maintain affordable multifamily housing supply, and also retains a limited amount of lower density single-dwelling residential zones which are currently developed with housing.

## **Housing Supply and Quality**

**Objective 1.** Provide opportunities to achieve the development of new housing units over the next 20 years to accommodate new residents and the shift to smaller households.

**Objective 2.** Provide for diversity of size, type, and affordability of housing to meet the needs of young adults, small and large families, empty nesters, the elderly, and others.

**Objective 3.** Increase opportunity for building more detached single family housing by reducing minimum lot sizes and encouraging the construction of smaller size houses.

**Objective 4.** Encourage property owners to maintain and improve their homes and rental properties so that established neighborhoods remain stable and attractive as infill and redevelopment occur.

320. **Finding:** The WPTC Plan's Zoning Map amendments are estimated to increase the capacity for residential household growth in the town center by roughly 3,500 units. This change provides more flexibility for a greater diversity of housing types and expands opportunity for residential development close to services and transit. The WPTC Plan amendments address housing quality by including requirements for increased amounts of outdoor space in the multi-dwelling and mixed-use zones, beyond base zone requirements. This is achieved through Plan District requirements for the multi-dwelling zones to provide contiguous outdoor space (deep rear setbacks or courtyards) and through urban green feature options for vegetated outdoor space as part of mixed-use zone development. Other regulations address noise and air quality impacts by requiring the planting of large evergreen trees in conjunction with development adjacent to the I-5 Freeway, which will help screen residential areas from freeway noise and air quality impacts.

The WPTC Plan's expansion of multi-dwelling zoning will allow for a greater range of small single-family houses, including various configurations of compact attached houses and clusters of small detached houses. The multi-dwelling zones allow for various combinations of clusters of small detached or attached houses, including housing oriented to shared courts, that are not allowed in the single-dwelling zones. The expanded multi-dwelling zoning also supports the preservation of existing houses by providing flexibility for internal conversions and for the addition of accessory dwelling units and other unit types.

## **Affordability and Home Ownership**

**Objective 5.** Encourage public and private developers to vary the affordability, type and size of units in new housing developments to foster the development of inclusive communities.

**Objective 6.** Aid Southwest residents of varying income levels to become homeowners, particularly first-time homebuyers.

**Objective 7.** Increase the supply of affordable rental housing of all types for families. This includes units with three or more bedrooms.

**Objective 8.** Increase Southwest Portland's supply of housing affordable to households below the median income.

**Objective 9.** Encourage the provision of an adequate supply of mixed-income housing so that those working in Southwest can live near where they work.

**321. Finding:** The City Council finds that these objectives are met. The WPTC Plan supports affordability by encouraging the retention of existing apartment buildings serving low-income households, incentivizing their continued affordability, and supporting nonprofits to purchase and convert these buildings to regulated affordable housing. This will be accomplished through the adoption of plan district regulations to preserve and incentivize the affordability of market-rate apartments serving low-income households by allowing development capacity (FAR) to be transferred from affordable apartments to new development sites in mixed-use areas of the city.

The Inclusionary Housing Program will also continue to apply, encouraging integration of market rate and affordable housing units in development into the future.

The WPTC Plan also includes the following actions that support these objectives:

- Prioritize funding for housing development providers with demonstrated experience in serving culturally specific populations if they seek to acquire and preserve market rate apartments serving low-income households. Housing providers can also apply for Portland Clean Energy Funds to retrofit buildings for energy efficiency, upgrade the properties and reduce utility costs while maintaining affordability
- Work with landlords and tenants of market rate apartment buildings serving low-income households to inspect and upgrade health and safety conditions without displacing tenants.
- Provide funds to cultural organizations for anti-displacement services. Services identified in the SW Corridor Equitable Housing Strategy include legal support, tenant counseling, landlord training and rent assistance.
- Incorporate the following community priorities when planning for and funding regulated affordable housing projects:
  - Housing designed for culturally specific needs of immigrant and refugee communities with associated human services
  - Family sized homes, two or three bedrooms
  - Homes accessible to people with disabilities
  - For households directly displaced by the light rail project, conduct additional outreach and marketing for affordable housing.
  - Encourage affordable rental housing and homeownership development by teams with capacity and commitment to culturally-specific engagement, planning and design.

## Parks, Recreation and Open Space

Enrich neighborhoods and the Southwest community as a whole with ample, accessible, and well-maintained parks and open space. Preserve and enhance the natural habitat features of Southwest Portland's parks and open spaces. Ensure a wide range of recreational opportunities for Southwest citizens.

**Objective 1.** Create new parks and open spaces in Southwest Portland to meet current and future needs for parks, recreation and open space at levels that meet or exceed standards adopted by the City.

**Objective 2.** Preserve natural areas for wildlife habitat, environmental and scenic values.

**Objective 3.** Promote the voluntary acquisition of environmentally-sensitive areas by public and nonprofit agencies.

**Objective 4.** Maintain and enhance existing parks, recreational programs, and community centers in Southwest Portland to serve current and future residents.

**Objective 5.** Encourage removal of invasive species in parks and natural areas.

**Objective 6.** Encourage and support community stewardship programs for Southwest Portland's parks and natural areas.

**Objective 7.** Consider and encourage provisions for parks, recreation facilities, and common open space areas in new subdivisions in Southwest Portland.

**Objective 8.** (a) Protect Tryon Creek State Park as a regionally significant natural and recreational resource. (b) Protect other natural areas, parks, and riparian corridors as significant natural and recreational resources.

**Objective 9.** Promote active participation of citizens in the creation of all plans for parks and open spaces in Southwest Portland.

**Objective 10.** Establish criteria, through a citizen involvement process, for determining when changes to Southwest parks or open spaces should be preceded by appropriate parks plans.

**Objective 11.** Encourage the development of well-designated, well-maintained trails and bicycle paths in Southwest Portland as recreational opportunities.

**Objective 12.** Encourage biological diversification by restoring, enhancing, and managing parkland for a variety of specific landscape and habitat types, with preference for native species where appropriate.

**Objective 13.** Promote and provide safe and convenient trails and bicycle paths from Southwest neighborhoods to the Willamette River.

**Objective 14.** Ensure that public facilities are planned and developed in accordance with the Public Facilities policy herein.

**Objective 15.** Promote a continued partnership with schools and other stakeholders in the use of parks, recreational areas and open spaces in Southwest Portland.

322. **Finding.** As noted in the findings for Comprehensive Plan Policies 8.92 through 8.103, the WPTC Plan amendments do not by themselves change current parks and recreation programs or change the supply of parks. However, the WPTC Plan amendments do further the City's Parks 2020 Vision with the inclusion of policies, goals and actions intended to improve mental and physical health outcomes for people living and working in the area through improved health services and more connections to nature (Goal 2E). By meeting

identified park, open space, and recreation needs, the WPTC Plan proposes to enhance the physical, mental, and social determinants of health of all people (WPTC 9).

For the time being, this is limited to an assessment of parks and recreation needs in the area, given the expected growth of the town center (Volume I, pages 107-108). The majority of the WPTC Plan has access to a park or natural area within half a mile, except for some properties in the southeast quadrant. New park space or publicly accessible open space will be prioritized for that area. The WPTC area in general would also benefit from improved provision of and access to developed park recreational experiences, such as play areas, basketball courts, community gardens, and larger plaza spaces to support community gathering. The WPTC Plan identifies several next steps toward realizing these goals, including an implementation strategy for designing, phasing, funding, and building transportation, open space, and stormwater projects to serve growth in the town center, with a priority to support new affordable housing projects and the needs of residents of existing affordable housing (Action 1D). Additional actions call for funding to study and implement a Green Ring to provide a multi-modal circulation and recreation network around the town center which will combine elements of Neighborhood Greenways and sidewalks to improve access to and connect destinations, including parks, natural areas and open spaces.

## Public Safety

Enhance the level of community responsibility for a secure and safe living environment through shared efforts of residents, public agencies, institutions, and businesses. Maintain a high level of public safety and security for residents, employees, and businesses.

**Objective 1.** Ensure coordinated, prompt, adequate, effective, and efficient police and fire protection and emergency response in Southwest Portland.

**Objective 2.** Consider topography, accessibility, and Southwest community needs in the siting and design of new public safety facilities.

**Objective 3.** Inform residents, students and business community members about crime prevention, and encourage them to work together on crime prevention programs and projects.

**Objective 4.** Inform and encourage participation by the community in fire prevention, landslide, and flood risk prevention, and emergency-preparedness programs.

**Objective 5.** Encourage community-based programs aimed at accident prevention and medical incident intervention.

**Objective 6.** Encourage the development of street patterns and standards that provide adequate emergency vehicle access and quick response times. Ensure adequate ingress and egress especially to public safety facilities, which should have alternate routes in the event that disaster blocks primary access routes.

**Objective 7.** Encourage site layouts and building designs that encourage proprietary attitudes and natural surveillance over shared and public spaces.

**Objective 8.** Promote development patterns that promote pedestrian safety in commercial areas.

**323. Finding.** The WPTC Plan supports public safety and emergency response through the following actions:

- Recommends planning for emergency services such as food pantry, household and school supplies, clothing, and other essential needs to be provided within the town center. Seek opportunities to co-locate these services with development of affordable housing and other community amenities.
- Includes zoning amendments that promote development of a mixed-use town center, including application of commercial/mixed use zones, that will foster pedestrian safety through development standards that address building orientations, provision of windows that provide opportunity for surveillance of public space, and location of entrances and parking areas that encourage pedestrian activity and limit vehicular conflicts.
- Includes a significant, though non-exhaustive list of public funding sources and program that may be available to help implement the WPTC Plan’s goals. One of the listed programs is the Office of Community and Civic Life’s Community Safety Program, which offers staff support and grants to community groups to address public safety solutions, such as emergency preparedness, personal safety, and community advocacy.
- Recommends working with local BIPOC residents and immigrants to design public spaces and placemaking projects to be welcoming, inclusive and safe from discrimination. This can include public right away projects planned for in Goal 1B, which is to “Fund and build a multi-modal and multi-ability circulation system across the town center area that is safe, comfortable, and accessible for meeting daily needs.”

In addition, the Fire Bureau has reviewed the WPTC Plan proposed Comprehensive Plan Map and notes that the existing Fire Station No. 18 on SW 30th Avenue is equipped to handle fire safety needs of the area. Furthermore, they noted no concerns with servicing this level of new growth in the town center area, including consideration of wildfire hazards and larger development types.

## Transportation

Provide a balanced, multimodal transportation system in Southwest Portland that encourages increases in transit use and pedestrian accessibility and connectivity, discourages non-local traffic in residential areas, manages congestion, and focuses on improving and maintaining arterial and local streets.

**324. Finding:** The City Council finds that the WPTC Plan meets this goal by furthering the creation of a compact and transit-oriented center, with a circulation concept to accompany expected growth and change, and recommendations for specific transit, pedestrian and bicycle facility improvements that will support transit use and pedestrian connectivity which in time are expected to reduce local car trips and traffic impacts on local streets. The WPTC



Plan also includes development standards that address the public and pedestrian realm further supporting pedestrian and people centered use of streets.

**Objective 1.** Support the development of pedestrian facilities, including safe crosswalks, identified in the Pedestrian Master Plan and the SW Trails maps on arterials and local streets, at major intersections and bus stops, on unimproved rights-of-way, and across public and private lands where appropriate to provide connections between residential areas and activity centers.

**Objective 2.** Enhance access for bicyclists by developing and completing bicycle facilities on designated bikeways within and to activity centers and by adding public bicycle parking where needed.

**325. Finding:** City Council finds that the WPTC Plan meets Transportation Objectives 1 and 2 because the plan recommends, and supports with additional actions, important pedestrian, and bicycle facility projects in the town center area and has considered the following issues.

In the WPTC area, there are significant transportation infrastructure deficiencies, in part because of the existing I-5 on/off-ramps and historically underdeveloped street network. These deficiencies create critical gaps in the pedestrian and bicycle network leading to unsafe conditions that limit people's options for getting around without a car. For this reason, the transportation infrastructure components of the plan are very important and BPS and PBOT have worked closely to develop a plan that supports the town center's evolution to a more pedestrian-friendly and multi-modal center.

City Council finds that the WPTC Plan's coordinated growth strategy that phases zoning changes based in part on expected transportation improvement timing and sequencing also supports these objectives.

The WPTC Plan includes recommendations for the development of a concept and implementation of a Green Ring for the town center that also supports these objectives. The Green Ring will be developed predominantly on existing rights of ways that will be updated with elements designed to create a low-stress, welcoming, and people centered multi-modal circulation network to get around the center and to important everyday destinations such as schools, transit, commercial services, the library and parks and open spaces.

**Objective 3.** Improve circulation for transit, automobiles, and truck traffic by constructing direct interchanges between regional trafficways and major city traffic streets, by improving accessibility to activity centers, and by providing better connectivity of major streets and operations of multimodal intersections.

**Objective 4.** Improve intradistrict and interdistrict transit service in the peak and off-peak periods to serve residential areas, town centers, main streets, and activity centers, particularly those in the Southwest district, and add transit facilities and pedestrian ways to enhance access to transit.

**326. Finding:** The City Council finds that the WPTC Plan meets Transportation Objectives 3 and 4 because the town center is currently situated in close proximity to I-5 on/off-ramps and along two major traffic corridors, Barbur Boulevard and Capitol Highway, and recommends improvements to the street network in the town center area that will strengthen

connectivity and safety for those traveling within and through the area. City Council also finds that the WPTC Plan meets these objectives because the plan includes actions for transit service increases and facility improvements, including consideration of multi modal accessibility, sense of safety and welcomeness.

**Objective 5.** Support major institutions in neighborhoods, including Oregon Health Sciences University, Portland Community College, and Lewis and Clark College, by encouraging the provision of high-quality transit service and facilities to serve them; requiring transportation demand management programs to mitigate impacts on neighborhoods, and improving the adjacent and internal pedestrian facilities surrounding and within to enhance access.

**327. Finding:** The City Council finds that, although there are no major institutions directly located within the town center boundary, the WPTC Plan meets this objective by recommending transportation and transit improvements that will support southwest district and regional institutions and job centers.

The City Council also finds that the WPTC Plan is consistent with this objective because the existing zoning code Chapter 33.266 applies transportation demand management requirements to multi-dwelling and mixed-use zones in locations close to frequent transit in projects with buildings with 10 or more units. This includes much of the WPTC geography where rezoning is proposed by the WPTC Plan.

**Objective 6.** Reinforce the primary transportation functions of designated scenic drives and parkways.

**Objective 7.** Develop additional pedestrian facilities within the Hillsdale, Multnomah and Johns Landing Pedestrian Districts.

**328. Finding:** The City Council finds that Transportation Objectives 6 and 7 do not apply because there are no designated scenic drives or parkways in the area of the town center plan, and the WPTC, which includes a pedestrian district, is not called out as a place in Objective 7.

**Objective 8.** Adopt new pedestrian districts and develop pedestrian facilities in Southwest activity centers as area plans are completed and appropriate zoning is adopted.

**Objective 9.** Encourage pedestrian activity and include on-street parking in town centers and along main streets to support their economic vitality.

**329. Finding:** The City Council finds that Transportation Objective 8 is met because the WPTC area is designated a pedestrian district and that district will be modified to match the new plan district boundary with the adoption of the next update to the Transportation System Plan. Transportation Objective 9 is also met because improved pedestrian facilities and development standards to encourage improvement to the pedestrian realm are included in the plan. On-street parking may be provided if right of way conditions are suitable.

**Objective 10.** Use a broad range of cost-effective approaches taking into consideration existing topography and drainage patterns and protection of the natural environment when building and maintaining pedestrian ways and streets in Southwest to reflect their varying functions, classifications, and character.

330. **Finding:** The City Council finds that Transportation Objective 10 is not applicable because the WPTC Plan is not building or maintaining pedestrian ways or streets. However, the WPTC Plan supports the ongoing planning and coordination by the Bureau of Environmental Services (BES) and the Bureau of Transportation (PBOT) for these types of facilities in the WPTC area.

**Objective 11.** Evaluate the transportation impacts on neighborhoods and arterials when changing the development potential of an area.

331. **Finding:** The City Council finds that an analysis was done to understand traffic impacts in the WPTC area based on projected 20- to 30-year housing and job growth resulting from WPTC Plan zoning map amendments.

The analysis shows congestion getting slightly worse than today and the previous 2040 base assumption. There are two street segments within the plan area, on SW Taylors Ferry Road and Capitol Hwy, where the performance standard of 1.1 V/C ratio for the PM Peak hour is exceeded. The west bound Taylors Ferry segment exceeds the 1.1 standard today and congestion worsens in sections by the 2040 time horizon. The congested roadways are PBOT streets. These streets are close to the ODOT interchange where the traffic is challenging today and predicted to remain congested in the future with the 2040 baseline. The segment of Hwy 99 west of the Town Center is also a concern because it is near an ODOT offramp.

Offramp congestion can be a safety issue if vehicle queues extend beyond the offramps into the freeway through lanes. Because of this concern, and the proximity of Taylors Ferry and Capitol Hwy to ODOT offramps, PBOT completed a supplemental planning-level safety analysis to estimate the potential maximum queue length at the ramps in the study area. Based on that analysis PBOT estimated that the maximum queue lengths with the WPTC plan are shorter than their ramp lengths during PM peak hour in 2040 and do not present an offramp safety issue.

Pursuant to OAR 660-012-0060 (2)(e) the WPTC Plan includes several remedies to address the congestion impact identified in the analysis:

- There is an existing City TSP Project identified on Taylors Ferry Rd on the financially constrained list. This project is described as "Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit." The plan recommends modifying this project to also address any V/C constraints with an emphasis on safety, and/or to further improve offramp safety here. Note that projects on the TSP financially constrained list are supported by an adopted TSP financial plan designed to meet the State requirements for a financing program.
- There are multiple adopted TSP projects within the WPTC area, with further refinements recommended as part of the Plan, which once developed will mitigate traffic impacts and provide safer options for circulation in the town center. The plan also recommends several additional bike, pedestrian and local circulation improvement projects, beyond what is already included in the City TSP, to mitigate detrimental traffic impacts, including improvement of the street grid in the town center, adding a new

bike/pedestrian bridge over I-5, and building a “green ring” of improved active transportation routes around the town center. These recommendations are described in Volume 1 of the plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124.

- The zoning code for the town center includes development standards that further cultivate a pedestrian orientation in the district, including prohibiting Self-Service Storage and Quick-Vehicle Servicing uses, limiting commercial parking, imposing higher minimum density, limits on driveway locations, and supplemental building design standards on the major corridors. Specific code language is found in Volume 2 of the plan.
- The Plan includes two phases of zoning, a first phase that goes into effect with adoption of the plan and a second phase that is dependent on further infrastructure planning. Phase two zoning would go into effect through either a legislative process or through site specific quasi-judicial land use reviews. Either zone change path requires further consideration of traffic impacts and potentially further mitigation if merited. The phasing provides an opportunity to monitor and adjust remedies at a future juncture related to traffic in the town center.

For these reasons, although there is a significant effect on two PBOT facilities, for purposes of OAR 660-012-0060, the plan provides a remedy through existing TSP projects planned in the area; recommended refinements and new projects for the TSP; recommended improvements and adoption of development standards that will benefit pedestrian and bike safety and circulation in the plan area; and by phasing the zoning map.

The traffic analysis is discussed in more detail under the findings for State Goal 12, with related information in the findings for Comprehensive Plan Chapter 9, incorporated here by reference.

Testimony was received regarding proposed increases in development capacity where there are no sidewalks, bike facilities and limited transit service. An area along Taylors Ferry Road that is proposed as part of the Plan for upzoning from single dwelling to multi dwelling residential was also specifically called out regarding concern that this street does not have adequate sidewalks or bike facilities to support increased development capacity. There is an adopted TSP project for Taylors Ferry Road on the financially constrained list and it includes creation of pedestrian and bicycle facilities which will address the needed facilities on this road. While funding has not been secured yet, PBOT continues to pursue funding for development of this TSP project. There are also other adopted TSP projects that address transportation infrastructure needs that are pending funding and development, and the Plan makes recommendations for new TSP projects that will serve household and employment growth in the area. Along with those capital projects, over time development of frontage improvements and rights of way will occur incrementally as properties redevelop.

Other testimony noted concern with new development not being required to install full frontage improvements. The proposed increased zoning capacity, such as rezones to mixed use and RM1 and RM2 multi dwelling zones, will support frontage requirements though in some cases constitutional limits may continue to impact the city's ability to require fulfillment of these requirements. The Plan acknowledges this and includes actions around future work to develop a coordinated infrastructure and financing plan for supporting the provision of transportation infrastructure in the area.

For these reasons Council finds that this objective is met.

**Objective 12.** Analyze potential transportation impacts and require appropriate mitigation measures for new development consistent with review processes and provisions of the City Code.

332. **Finding:** City Council finds that this objective does not apply because the WPTC Plan does not propose any new development and therein the related transportation development review processes discussed.

**Objective 13.** Evaluate and test a toolbox of street designs and materials to carry out the Southwest transportation objectives.

333. **Finding:** City Council finds that this objective does not apply because it is not within the scope of the WPTC Plan to evaluate or test transportation street designs and materials.

**Objective 14.** Improve coordination among bureaus, agencies, and jurisdictions, and seek partnerships to implement Southwest transportation objectives and finance projects.

334. **Finding:** City Council finds that the transportation and stormwater infrastructure recommendations and actions in the WPTC meet this objective because they commit to continuing coordination and collaboration between city bureaus and agencies.

**Objective 15.** Address safety and congestion concerns through a combination of enforcement, education, and encouragement of legal behavior, emphasizing safety on arterials and both safety and livability on residential streets.

**Objective 16.** Inventory the existing status and condition of the major elements of the transportation system including pedestrian and transit users' safety.

**Objective 17.** Establish goals and benchmarks to measure progress towards street improvement and provision of pedestrian and transit facilities.

335. **Finding:** City Council finds that these Transportation Objectives 15 through 17 are not applicable because they fall outside the scope of the WPTC Plan. PBOT may elect to carry out one or more of these objectives as part of future implementation or planning for projects in the WPTC area.

**Objective 18.** Take into consideration the existing condition of streets in the vicinity of a site, as well as their planned function, when considering quasi-judicial land use changes that rely on adequacy of services as an approval criterion.

336. **Finding:** City Council finds that this objective does not apply because the WPTC Plan is a legislative process.

**Objective 19.** Facilitate citizen participation in transportation planning, project prioritization, and project development and implementation including a dynamic dialogue model soliciting input from the broadest possible audience and using the knowledge and resources of Southwest citizens.

**Objective 20.** Support the volunteer efforts of residents, businesses, and organizations in carrying out activities that promote accomplishment of the transportation objectives and enhance the Southwest community.

337. **Finding.** City Council finds that the WPTC Plan meets objective 20. The WPTC Plan reflects community priorities and recommendations, as well as partnerships, from and around which community members and organizations efforts can grow.

## Watershed

Protect and enhance Southwest Portland's environment and natural resources on a watershed by watershed basis. Integrate stormwater management into land use planning and development in a way that prevents net degradation of water quality, aquatic, streamside and riparian habitats and ecosystems, and plant and animal habitats throughout the stream corridor.

**Objective 1.** Manage stormwater runoff on a watershed-wide basis to:

- (a) Prevent any net degradation of water quality, aquatic and streamside plant and animal habitats and ecosystems, channel stability, or watershed health.
- (b) Minimize risk to public safety, private property, and public infrastructure.
- (c) Reduce the volume, velocity and pollutant load of stormwater runoff entering streams.
- (d) Improve dry season stream flows, particularly in headwater areas.

**Objective 2.** Integrate stormwater management solutions for individual properties into an overall Watershed Management Plan.

**Objective 3.** Base stormwater management on the following core values: water quality and quantity, aquatic and streamside plant and animal habitats and ecosystems, soil, stream and slope stability, and the scenic, educational and recreational values of Southwest Portland's natural areas and streams.

- (a) Integrate land and infrastructure planning and development so as to achieve the core values.
- (b) Enact and strengthen land development regulations, the permit process, and enforcement, consistent with protection of the core values, to achieve City goals.
- (c) Reflect the core values through improved planning, codes, enforcement, incentives, capital improvement projects, community stewardship, and interbureau and interjurisdictional cooperation.

**Objective 4.** Promote the maintenance and restoration of the urban forest canopy and use of native vegetation in headwater areas, within upland forests, and along riparian and wildlife corridors.

**Objective 5.** Protect the structural stability and riparian conditions of stream corridors, water quality and the needs of aquatic and riparian wildlife and vegetation.

**Objective 6.** Create conditions which support the recovery of threatened, endangered, and other sensitive species and remove streams from water quality-limited listings.

**Objective 7.** Provide incentives, as properties are redeveloped and facilities renovated, for using new technology and management practices to improve degraded streams.

**Objective 8.** Support the Combined Sewer Overflow reduction and other multi-objective projects and encourage “green solutions” - projects that include planting of vegetation - to reduce stormwater, pesticide, fertilizer, and other pollutant runoff into the Willamette River.

**Objective 9.** Integrate floodplain values of the Willamette River with developments and uses along the Willamette Greenway.

**Objective 10.** Promote the restoration and protection of vegetated riparian corridors as a means to restore and preserve water quality and aquatic streamside plant and animal habitats and ecosystems.

**Objective 11.** Protect and restore Southwest watersheds as described in Objectives 1 through 10 above by adopting and enforcing new land use regulations. These new regulations may require the amendment of existing base or overlay zone requirements, or adoption of new development standards or plan districts.

**Objective 12.** Ensure that public facilities are planned and developed in accordance with the Public Facilities policy herein.

338. **Finding.** The City Council finds that the WPTC Plan meets the watershed objectives, except for Objective 9 which does not apply.

The WPTC Plan addresses healthy watersheds and environment largely through its response to stormwater management as this infrastructure supports stream health, protects public health and safety, and prevents property damage. The design of stormwater management systems needs to reflect natural conditions such as soils, slopes, and streams, as well as the condition, capacity, and availability of existing infrastructure. A combination of factors will be analyzed to determine how to effectively stormwater within the town center to accommodate additional development. Discussion of these considerations, resulting influences on the plan and related next steps can be found in Volume 1 of the Plan, Section 4, pages 104 to 106.

Over the past two decades, the Portland Bureau of Environmental Services (BES) has completed many projects in southwest Portland and in or near WPTC to address stormwater and watershed health issues. These projects include green streets, stormwater swales, wetland enhancements, stream banks stabilization and outfall repairs. The current improvements underway along and related to SW Capitol Hwy include significant

stormwater management elements that will serve to protect stream health and reduce stormwater impacts in the adjacent sub-watersheds. However, due to the geography of the area and broader system issues, these projects provide primarily localized benefits. They are not sufficient to address the broader issues in the area.

BES identified a series of next steps to address the challenges described above and support the goals of the WPTC Plan. BES has initiated a comprehensive assessment of the area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a *West Portland Town Center Sanitary and Stormwater System Plan*, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area. The plan will also include a phasing and funding strategy to sequence, coordinate with other city bureaus and implement critical investments and work.

Other elements of the WPTC Plan that support watershed health including the following:

- Recommendations and actions that address coordinated infrastructure planning and investments to improve the town center's long-standing stormwater management deficiencies therein supporting human and watershed health.
- BES development of a plan for integrated system improvements along with funding strategies and solutions to support long-term implementation of the WPTC Plan and related stormwater infrastructure needs.
- Development standards that support environmental and watershed health as well as climate resilience such as ecoroofs, space for large trees and additional trees along the freeway and Barbur Blvd.
- Zone map amendments that carefully considered the potential impacts of changes to areas near streams or on steep slopes. In some cases, retaining existing zoning, rather than allowing additional development capacity in order to reduce the risk of impacts to stream, watershed and environmental health.
- A WPTC Character Statement identifies ways for development to respond to the area's changing grades and steep topography with stepped siting of buildings, as well as encouraging prominent stormwater facilities that serve to enhance the health of the Tryon and Fanno Creek watersheds.

The recommended actions in the WPTC Plan about stormwater and sanitary systems evaluation and improvements are supportive of watershed and environmental health.

Additionally, the findings for Comprehensive Plan Chapter 7, Environmental and Watershed Health, may provide additional detail about how the WPTC Plan is supportive of watersheds in Southwest Portland.



# Part V. Comprehensive Plan and Zoning Code Text Amendment Criteria

## 33.500.050 Adoption Criteria [Plan Districts in General]

A plan district may be established if all the following adoption criteria are met:

- A.** The area proposed for the plan district has special characteristics or problems of a natural, economic, historic, public facility, or transitional land use or development nature which are not common to other areas of the City;
- B.** Existing base and overlay zone provisions are inadequate to achieve a desired public benefit or to address an identified problem in the area;
- C.** The proposed plan district and regulations are the result of a legislative study or plan documenting the special characteristics or problems of the area and how a plan district will best address relevant issues; and
- D.** The regulations of the plan district are in conformance with the Comprehensive Plan and continue to meet the general purpose and intent of the base zone and any overlay zones applied in the district, and do not prohibit uses or development allowed by the base zone without clear justification.

**339. Finding.** The West Portland area was designated a regional town center by Metro in 1995 and the City affirmed this designation in the recent 2035 Comprehensive Plan. However, the vision for a West Portland Town Center remains unrealized. It is one of only two town centers in the city without a plan. The WPTC Plan, guided by a set of Community Goals, includes a full spectrum of strategies so that the community, City, and developers can all work together toward the vision of vibrant, resilient, and equitable town center, with strong people and communities and great places accessible to all.

In addition to being designated to accommodate significant residential and commercial growth, the West Portland Town Center area is the most diverse area of southwest Portland, with a high percentage of renters and significant displacement pressures stemming from general market changes in the residential and commercial sectors well as an anticipated future light rail line investment along the Barbur Blvd Corridor. In addition, the area has topographical and natural resource characteristics that both significant infrastructure deficiencies. The combination of the town center designation and these characteristics make it an appropriate candidate for a plan district in the zoning code to address the desired and needed changes in this area.

The Zoning Code amendments help implement the West Portland Town Center Plan vision. The amendments include additional Zoning Code incentives and regulations, many of which prioritize housing affordability and community benefits, to accompany the plan actions and proposed land use changes. These provisions and regulations will be incorporated into the Zoning Code as a new chapter called the West Portland Multicultural Plan District. The provisions of this plan district chapter will apply to properties within the town center

boundary in addition to the base zone requirements of the Zoning Code. The plan district regulations, such as those addressing allowed land uses and building height, will supersede comparable regulations in the base zones. The Zoning Map in conjunction with the Zoning Code determines what regulations apply to which properties.

The proposed plan district and regulations are the result of an extensive three-year-long legislative study resulting in the proposed WPTC Plan, which documents the special characteristics and problems of the town center area and how the new West Portland Multicultural Plan District will best address those relevant issues.

As noted throughout these findings, the new plan district regulations conform to the Comprehensive Plan and continue to meet the general purpose and intent of the base zones and overlay zones applied in the new plan district. Any new prohibit uses or development in the new plan district that allowed by the base zone, such as Self-Service Storage, have their justifications explained in the relevant sections below.

### **33.810.050 Approval Criteria [Comprehensive Plan Map Amendments]**

**B. Legislative.** Amendments to the Comprehensive Plan Map which are legislative must be found to be consistent with the goals and policies of the Comprehensive Plan, Metro’s Urban Growth Management Functional Plan, the Statewide Planning Goals, and any relevant area plans adopted by the City Council.

**340. Finding:** The WPTC Plan Land Use Growth Concept has been refined and translated into both a Comprehensive Plan Map and a Zoning Map. The changes to the Comprehensive Plan and Zoning maps proposed includes areas where:

- The Zoning Map and the Comprehensive Plan Map designations are both proposed to change
- The Zoning Map designation will stay the same but the Comprehensive Plan Map designation is proposed to change to a higher designation.

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundaries.

See WPTC Plan Volume 1 Section 4 for simplified and annotated maps of what map designations are proposed to change within the town center boundary area.

The City Council interprets that this criterion requires the WPTC Plan amendments to show consistency on balance. The City Council has applied all applicable policies and the findings in this exhibit demonstrate how the WPTC Plan amendments to the 2035 Comprehensive Plan Map are consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, the Statewide Planning Goals, and relevant area plans.

### **33.835.040 Approval Criteria [Goal, Policy, and Regulation Amendments]**

**A. Amendments to the zoning code.** Text amendments to the zoning code must be found to be consistent with the Comprehensive Plan, Urban Growth Management Functional Plan, and the Statewide Planning Goals. In addition, the amendments must be consistent with the intent

or purpose statement for the base zone, overlay zone, plan district, use and development, or land division regulation where the amendment is proposed, and any plan associated with the regulations. The creation of a new plan district is subject to the approval criteria stated in 33.500.050.

**341. Finding:** The Zoning Code amendments included the WPTC Plan help implement the West Portland Town Center Plan vision. The amendments include additional Zoning Code incentives and regulations, many of which prioritize housing affordability and community benefits, to accompany the plan actions and proposed land use changes. These provisions and regulations will be incorporated into the Zoning Code as a new chapter called the West Portland Multicultural Plan District. The provisions of this plan district chapter will apply to properties within the town center boundary in addition to the base zone requirements of the Zoning Code. The plan district regulations, such as those addressing allowed land uses and building height, will supersede comparable regulations in the base zones. The Zoning Map in conjunction with the Zoning Code determines what regulations apply to which properties.

Besides the West Portland Multicultural Plan District regulations, the WPTC Plan also includes draft amendments to prohibit self-service storage uses close to light rail stations citywide. This limitation will help implement Comprehensive Plan policies that call for high-capacity transit station areas to be the location of concentrations of housing, jobs, and commercial services.

The findings in this exhibit demonstrate how the WPTC Plan zoning code amendments are consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, and the Statewide Planning Goals. Findings showing consistency with the purpose statements of individual zoning code sections are provided below.

The City Council interprets this criterion to require the WPTC Plan amendments show consistency on balance. The City Council has applied all applicable policies and the findings in this exhibit demonstrate how the WPTC Plan amendments to the zoning code are, on balance, consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals.

Findings related to the zoning code amendments' consistency with the purpose statements are below at the end of Part V.

A new plan district is proposed and findings for the criteria in 33.500.050 are above.

**B. Amendments to the goals and policies of the Comprehensive Plan.** Text amendments to the goals and policies of the Comprehensive Plan must be found to be consistent with the Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals.

**342. Finding:** The findings in this exhibit demonstrate how the WPTC Plan text amendments to add new area-specific policies to the 2035 Comprehensive Plan are consistent with the Comprehensive Plan, the Urban Growth Management Functional Plan, and the Statewide Planning Goals.

The City Council interprets this criterion to require the WPTC Plan amendments show consistency on balance. The City Council has applied all applicable policies and the findings in this exhibit demonstrate how the WPTC Plan amendments to the zoning code are, on balance, consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals.

The WPTC Plan's text amendments to the Comprehensive Plan policies are consistent with the Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals, as evaluated throughout this exhibit.

**C. Neighborhood plans.** Adoption or amendment of neighborhood plans and similar area plans must be found to be consistent with the Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals.

**343. Finding.** The WPTC Plan is an area plan for the West Portland Town Center area, a Metro- and City-designated regional town center in Southwest Portland. As evaluated throughout these findings, the WPTC Plan is consistent with the Comprehensive Plan, the Urban Growth Management Functional Plan, and with the Statewide Planning Goals. The WPTC Plan does not amend any other neighborhood plans or similar area plans.

**D. Design guidelines.** Design guidelines must be found to both maintain and enhance the characteristics that distinguish the Design overlay zone or design district and be consistent with the reasons for establishing the overlay zone or design district.

**344. Finding.** The WPTC Plan's provisions maintain and enhance the Design overlay zone in this town center with the creation of a WPTC Character Statement, which when adopted will become part of the Citywide Design Guidelines. All area plans, including town center plans, must include a Character Statement to comply with the Citywide Design Guidelines. In accordance with this requirement the West Portland Town Center Plan includes a Character Statement. As new buildings and public spaces in the West Portland Town Center develop, the Character Statement will support the Guidelines in contributing to the area's emerging character. The role of the Character Statement is to articulate the existing and emerging character, as dictated by the community.

The WPTC Plan also includes expanding the application of the Design Overlay within the town center, which is in keeping with underlying policies of the 2035 Comprehensive Plan to implement the Urban Design Framework (UDF). The guidelines include provisions to ensure that development within the WPTC, and along its corridors, contains a mix of uses, and provides amenities for residents, workers and visitors. and is applied the areas designated to receive the most growth and density. As shown through the findings for Chapters 3 and 4, the purpose of the Design overlay zone reflects the expanded application of this zone to focal areas of the city's growth. This includes applying the Design Overlay zone to the town center's mixed-use commercial nodes, the Barbur Transit Center and Multicultural Subdistrict, as well as RM2 zoning along its main corridors.

### 33.855.050 Approval Criteria for Base Zone Changes

An amendment to the base zone designation on the Official Zoning Maps will be approved (either quasi-judicial or legislative) if the review body finds that the applicant has shown that all of the following approval criteria are met:

**A. Compliance with the Comprehensive Plan Map.** The zone change is to a corresponding zone of the Comprehensive Plan Map. When the Comprehensive Plan Map designation has more than one corresponding zone, it must be shown that the proposed zone is the most appropriate, taking into consideration the purposes or characteristics of each zone and the zoning pattern of surrounding land.

345. **Finding.** The WPTC Plan Land Use Growth Concept has been refined and translated into both a Comprehensive Plan Map and a Zoning Map. The changes to the Comprehensive Plan and Zoning maps proposed includes areas where:

- The Zoning Map and the Comprehensive Plan Map designations are both proposed to change
- The Zoning Map designation will stay the same but the Comprehensive Plan Map designation is proposed to change to a higher designation.

Upon WPTC Plan adoption, both the citywide 2035 Comprehensive Plan Map and the Zoning Map will be updated and modified to integrate the newly adopted land use designations for the area within the West Portland Town Center boundaries.

See WPTC Plan Volume 1 Section 4, pages 126-129, for simplified and annotated maps of what map designations are proposed to change within the town center boundary area.

All WPTC Plan Zoning Map amendments reflect and align with amendments to the 2035 Comprehensive Plan Map and are therefore consistent with that map.

#### **B. Adequate public services.**

1. Adequacy of services applies only to the specific zone change site.
2. Adequacy of services is determined based on performance standards established by the service bureaus. The burden of proof is on the applicant to provide the necessary analysis. Factors to consider include the projected service demands of the site, the ability of the existing and proposed public services to accommodate those demand numbers, and the characteristics of the site and development proposal, if any.
  - a. Public services for water supply, and capacity, and police and fire protection are capable of supporting the uses allowed by the zone or will be capable by the time development is complete.

346. **Finding.** The WPTC Plan amendments expand the areas mapped for mixed use and multi dwelling zoning. Based on the proposed zoning map amendments, the increase in projected growth for the next 20 to 30 years is 3,500 additional households and 3,000 new jobs.

The adopted 2035 Comprehensive Plan includes the Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes the Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with the requirements of Statewide Planning Goal 11.

In addition, the service limitations identified in the CSP have been incorporated into the adopted BLI development constraint analysis that identified parts of Portland that lack needed urban infrastructure. The BLI constraint analysis is the basis of a geographic evaluation of the BHD amendments to ensure that public facilities are planned to support the potential development resulting from these amendments.

### Water

The water supply and water distribution system are sized to meet City fire suppression needs which far surpass the day-to-day demand from residential customers. Water demand forecasts developed by the Water Bureau anticipate that while per capita water demands will continue to decline somewhat over time, the overall demands on the Portland water system will increase due to population growth. The Portland Water Bureau has not experienced any major supply deficiencies in the last 10 years.

The Water Bureau (PWB) conducted an analysis of water pipe sizes and fire flow requirements as part of their review of the proposal. PWB noted there are no immediate actions that need to be addressed to support the proposed zone map changes. They note that PWB does not make changes to water pipelines as a direct response to zoning changes. Infrastructure changes are made in response to development, pipe failures, and aged-out pipe replacement needs. When these occur, new infrastructure would be built to the standards of the updated zoning. The local water system must be adjusted as growth occurs and the Water Bureau is aware and prepared to require or undertake service changes as new development occurs per the new allowed zoned capacity. New development may be required to extend service where no service is presently available or upgrade water mains when development requires larger water meter sizes. (See Water Bureau letter dated October 14, 2020)

### Police and Fire Protection

The Police and Fire Bureaus have not established any specific or quantifiable levels of service for new development.

As noted in the findings above, the WPTC Plan amendments are consistent with Statewide Planning Goal 11 (Public Facilities and Services) and the applicable 2035 Comprehensive Plan policies in Chapter 8 (Public Facilities and Services) and the findings in response to those goals and policies are incorporated by reference. Therefore, the public services for water supply, and capacity, and police and fire protection are capable of supporting the proposed changes to zoning in WPTC area.

- b. Proposed sanitary waste disposal and stormwater disposal systems are or will be made acceptable to the Bureau of Environmental Services. Performance standards must be applied to the specific site design. Limitations on development level, mitigation

measures or discharge restrictions may be necessary in order to assure these services are adequate.

**347. Finding. Sanitary Sewer**

The Bureau of Environmental Services (BES) evaluated the proposed changes in zoning and household and jobs capacity changes and found that the overall capacity of the existing sanitary system was generally adequate to serve additional development. This assumes that current stormwater infiltration into the sanitary system will be corrected as a result of planning and system evaluations that are currently underway to ensure long-term system capacity.

BES has initiated a more comprehensive assessment of the WPTC Plan area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a *West Portland Town Center Sanitary and Stormwater System Plan*, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area, and identify challenging areas that may lack current solutions. In addition, where local existing infrastructure is not adequate or available to serve a proposed development, system extensions and/or upgrades will be required as part of the development review process. (See BES letter dated May 14, 2021)

Stormwater

As part of the WPTC planning process, BES assessed stormwater conditions in different parts of the town center and identified a range of stormwater infrastructure needs including areas where topography or natural features would make stormwater difficult to manage. BPS used that detailed information to inform where zoning changes should be proposed. Some areas identified as currently having significant stormwater constraints are not proposed for rezoning at this time but are proposed for a higher Comprehensive Plan designation to allow rezoning to a higher designation when current infrastructure constraints can be addressed. Some areas with significant development constraints are not proposed for rezoning and will retain their existing zoning and Comprehensive Plan designations.

Overall, BES and BPS determined that development could be served in most of the town center area, though some projects would require system extensions and improvements to be served.

BES also identified a series of next steps to address the stormwater system challenges described above and support the goals of the WPTC Plan. BES has initiated a comprehensive assessment of the area's stormwater and sanitary systems based on existing records, site visits, system modeling, asset condition assessment, field surveys and GIS analysis. BES will use the assessment to develop a *West Portland Town Center Sanitary and Stormwater System Plan*, which will articulate priorities and future work needed to support anticipated growth and align with transportation improvements anticipated for the area. (See BES letter dated May 14, 2021)

- c. Public services for transportation system facilities are capable of supporting the uses allowed by the zone or will be capable by the time development is complete. Transportation capacity must be capable of supporting the uses allowed by the zone by the time development is complete, and in the planning period defined by the Oregon Transportation Rule, which is 20 years from the date the Transportation System Plan was adopted. Limitations on development level or mitigation measures may be necessary in order to assure transportation services are adequate.

**348. Finding.** As described in findings for the Statewide Planning Goal 12, traffic modelling analysis was completed, and the results show that the WPTC Plan is generally maintaining acceptable levels of mobility within the plan district area. The analysis did show marginal impacts on two PBOT facilities for purposes of OAR 660-012-0060. The WPTC Plan provides a remedy by recommending the following improvements:

- There is an existing City TSP Project identified on Taylors Ferry Rd on the financially constrained list. This project is described as “Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.” The plan recommends modifying this project to also address any V/C constraints with an emphasis on safety, and/or to further improve off-ramp safety here.
- The Plan recommends several additional bike, pedestrian and local circulation improvements, beyond what is already included in the City TSP, to mitigate detrimental traffic impacts, including improvement of the street grid in the town center, adding a new bike/pedestrian bridge over I-5, and building a “green ring” of improved active transportation routes around the town center. These recommendations are described in Volume 1 of the Plan, as part of Goal 1B on pages 58-64, and in the planned infrastructure investment sequence on pages 100-103. Additional next steps (further studies and TSP amendments) are described on pages 110-124.
- The zoning code for the town center includes development standards that further cultivate a pedestrian orientation in the district, including prohibiting Self-Service Storage and Quick-Vehicle Servicing uses, limiting commercial parking, imposing higher minimum density, limits on driveway locations, and supplemental building design standards on the major corridors. Specific code language is found in Volume 2 of the plan.

The WPTC Plan’s growth strategy uses phased and strategic rezoning and sequenced public infrastructure investments, along with cross-bureau coordination to guide growth over the next 2 to 3 decades, as a projected 3,500 additional housing units are built as a result of proposed zoning changes, and 3,000 new jobs locate in the town center.

Transportation infrastructure condition information was used to inform the timing or phasing of zoning changes. Some areas are not proposed for rezoning at this time, but are proposed for a higher Comprehensive Plan designation to allow rezoning to a higher designation once additional transportation infrastructure improvements are further planned, funded or implemented. This approach also helps manage impacts to the area’s transportation networks in the nearer term while planned improvements are not yet in place.



In addition, proposed zoning code amendments include a prohibition on zoning map amendments before there is a stormwater disposal system plan, integrated with the transportation system plan, for the site area that either shows the site can be served with existing services or by system improvements called for in that plan.

- d. The school district within which the site is located has adequate enrollment capacity to accommodate any projected increase in student population over the number that would result from development in the existing zone. This criterion applies only to sites that are within a school district that has an adopted school facility plan that has been acknowledged by the City of Portland.

**349. Finding.** This criterion does not apply as the WPTC Plan is not located within a school district that has an adopted school facility plan that has been acknowledged by the City of Portland. Nonetheless, it is appropriate to note that Portland Public Schools (PPS) reviewed the WPTC Plan Comprehensive Plan amendments and did not have concerns about the overall enrollment capacity changes that would be associated with them in the town center area.

3. Services to a site that is requesting rezoning to IR Institutional Residential, will be considered adequate if the development proposed is mitigated through an approved impact mitigation plan or conditional use master plan for the institution.

**350. Finding.** The WPTC Plan does not change any site to IR. This subsection does not apply.

**C. When the requested zone is IR, Institutional Residential.** In addition to the criteria listed in subsections A. and B. of this Section, a site being rezoned to IR, Institutional Residential must be under the control of an institution that is a participant in an approved impact mitigation plan or conditional use master plan that includes the site. A site will be considered under an institution's control when it is owned by the institution or when the institution holds a lease for use of the site that covers the next 20 years or more.

**D. When the requested zone change is CI1 or CI2.** When the requested zone change is CI1 or CI2, a Transportation Impact Review is required as part of the zoning map amendment.

**351. Finding.** For subsections C. and D., the WPTC Plan does not change any site to IR, CI1, or CI2. These subsections do not apply.

**E. Location.** The site must be within the City's boundary of incorporation. See Section 33.855.080.

**352. Finding.** All sites being rezoned by the WPTC Plan are located within the City's boundary of incorporation.

## Zoning code amendments' consistency with the purpose statements

### 33.140.010 General Purpose of the [Employment and Industrial] Zones

The employment and industrial zones are for areas of the City that are reserved for industrial uses and for areas that have a mix of uses with a strong industrial orientation. The zones reflect the diversity of industrial and business areas in the City. The zones differ in the mix of allowed uses, the allowed intensity of development, and the development standards. The regulations

promote areas which consist of uses and developments which will support the economic viability of the specific zoning district and of the City. The regulations protect the health, safety and welfare of the public, address area character, and address environmental concerns. In addition, the regulations provide certainty to property owners, developers, and neighbors about the limits of what is allowed.

**353. Finding.** The WPTC Plan amends Zoning Code Chapter 33.140, Employment and Industrial Zones, to make a minor correction to Table 140-1, which lists allowed uses. Self-Service Storage uses in EG1, EG2, and EX zones are subject to the same limitations in Chapter 33.284 (Self-Service Storage – see below), but this is not accurately reflected in the current table. This is being corrected to indicate that Self-Service Storage is a limited use in the EG1 and EG2 zones (the limitations apply along transit corridors and near transit stations). There are no other changes to this table. The amendments are consistent with the intent or purpose of this base zone.

### **33.284.010 Purpose [Self-Service Storage]**

Self-Service Storage uses have some characteristics in common with both commercial use and industrial uses. This chapter provides regulations so that Self-Service Storage uses can be appropriately sited in either industrial zones or some commercial/mixed use zones, while maintaining the desired character and function of the specific zones. In general, Self-Service Storage uses are similar to other commercial uses in that they provide a service to residential and business uses. The character of their development is often more similar to industrial buildings. The supplemental use and design standards ensure that development of self-service storage facilities add to the vitality of commercial areas and transit-oriented locations.

**354. Finding.** The WPTC Plan amends Zoning Code Chapter 33.284, Self-Service Storage, to prohibit Self-Service Storage Uses in locations close to transit stations. The amendments to the Use Regulations in Zoning Code Section 33.284.020 prohibit Self-Service Storage uses on sites in commercial/mixed use and employment zones close to transit stations (primarily light rail stations). Current regulations require ground-floor active uses in conjunction with Self-Service Storage near transit stations, but allow the majority of the site to be storage units.

This prohibition implements Comprehensive Plan policies that call for station areas to be places with high-densities of housing or employment to allow more people and destinations to be close to high-capacity transit. The amendments retain but restructure current regulations that require ground-floor active uses as part of Self-Service Storage uses along a neighborhood corridor, civic corridor or streetcar line. The amendments are consistent with the intent or purpose of these additional use and development regulations.

### **33.815.010 Purpose [Conditional Uses]**

Certain uses are conditional uses instead of being allowed outright, although they may have beneficial effects and serve important public interests. They are subject to the conditional use regulations because they may, but do not necessarily, have significant adverse effects on the environment, overburden public services, change the desired character of an area, or create major nuisances. A review of these uses is necessary due to the potential individual or

cumulative impacts they may have on the surrounding area or neighborhood. The conditional use review provides an opportunity to allow the use when there are minimal impacts, to allow the use but impose mitigation measures to address identified concerns, or to deny the use if the concerns cannot be resolved.

355. **Finding.** The WPTC Plan amends Zoning Code Chapter 33.815, Conditional Uses, to add new approval criteria for review of commercial parking uses in Subdistrict A, Employment Focus Area, of the proposed West Portland Multicultural Plan District. The criteria are modeled on existing criteria used for other plan districts with commercial parking. The new section is 33.815.122 Commercial Parking Facilities in the Employment Focus Area of West Portland Multicultural Plan District. The amendments are consistent with the intent or purpose of the conditional use purpose statement.