

2035 COMPREHENSIVE PLAN



UPDATED THROUGH
MAY 2023
CITY OF PORTLAND, OREGON

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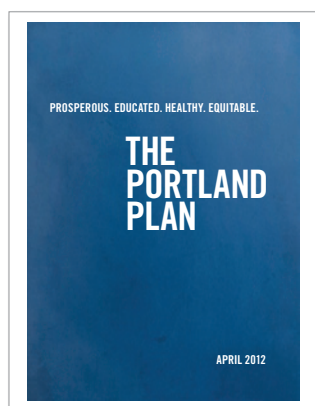
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Portland's 2035 Comprehensive Plan guides how and where land is developed and infrastructure projects are built to prepare for and respond to population and job growth.

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

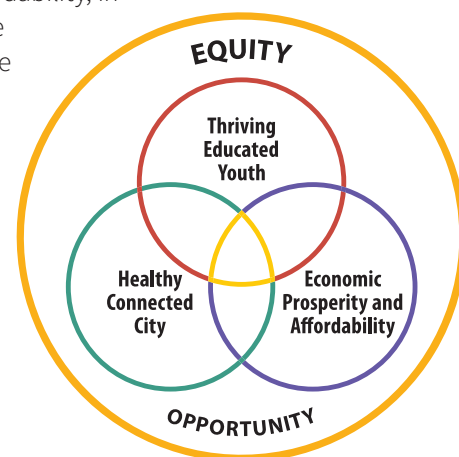
This plan is built on a solid foundation.

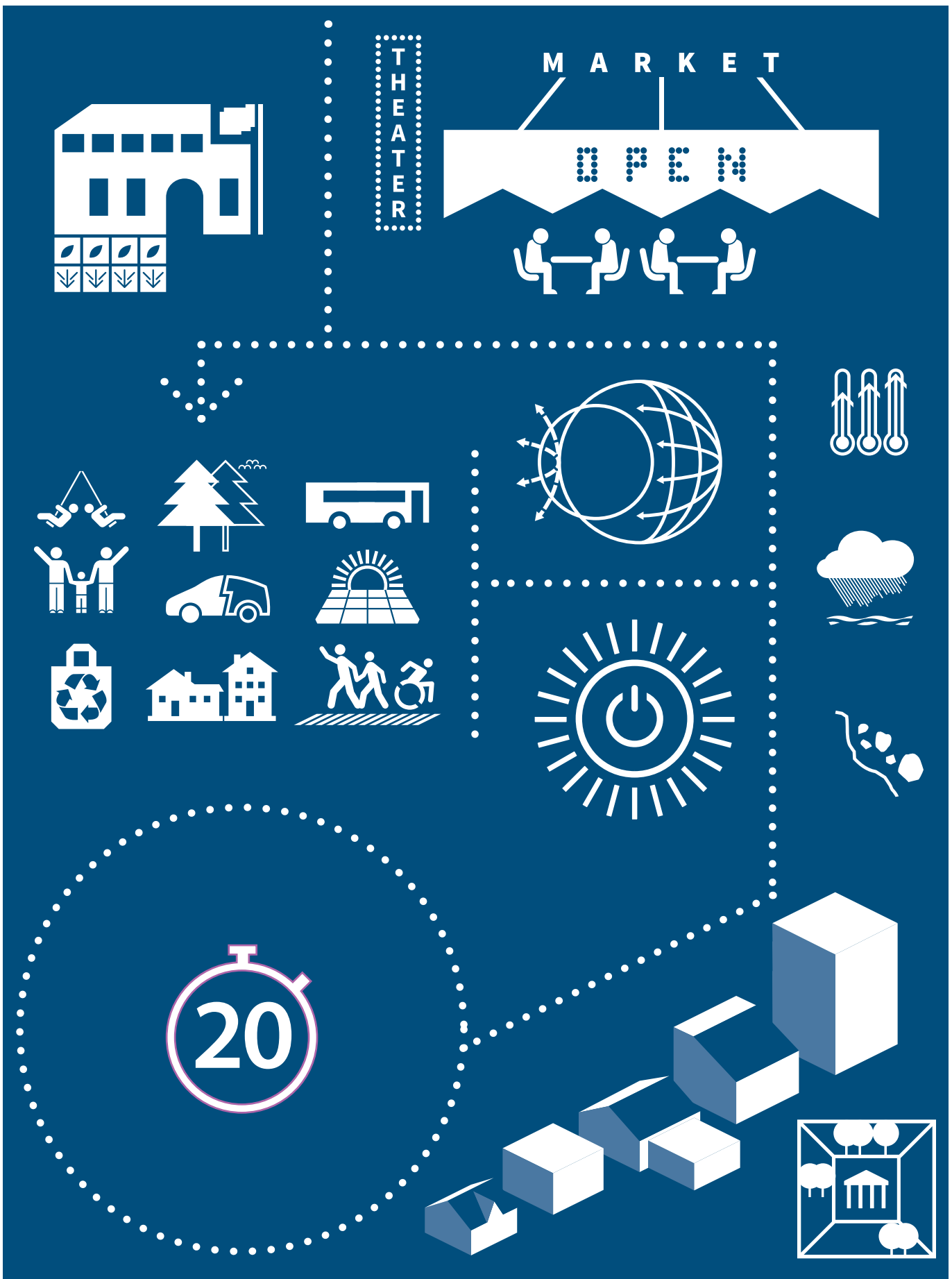
The 2035 Comprehensive Plan is built on the 2012 Portland Plan, the Climate Action Plan and Portland's 1980 Comprehensive Plan, which was Portland's first Comprehensive Plan developed under the statewide land use planning system. The new Plan continues the commitment to linking land use and transportation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



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

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





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Vision

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

Guiding principles

Not just where but HOW Portland will grow.

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



Economic Prosperity

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



Human Health

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



Environmental Health

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



Equity

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



Resilience

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

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

Portland is expected to grow.

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

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

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

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

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

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



A city's form matters.

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



<p>CENTERS</p> <ul style="list-style-type: none"> Central City Gateway Regional Center Town Centers Neighborhood Centers Inner Ring Districts 	<p>CORRIDORS</p> <ul style="list-style-type: none"> Civic Corridors Neighborhood Corridors High Capacity Transit Rail 	<p>CITY GREENWAYS</p> <ul style="list-style-type: none"> Enhanced Greenway Corridors Trails (Existing & Proposed) <p>URBAN HABITAT CORRIDORS</p> <ul style="list-style-type: none"> Parks & Open Spaces Habitat Corridor Waterbodies 	<p>PATTERN AREAS</p> <ul style="list-style-type: none"> Central City Inner Neighborhoods Western Neighborhoods Eastern Neighborhoods Rivers
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For more information on the Urban Design Framework, see Chapter 3: Urban Form as well as the Urban Design Direction document.

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

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

1 Economic Prosperity



Economic prosperity

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

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

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

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

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



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





- **Provide for employment growth at colleges and hospitals** – Campus institutions like colleges and hospitals are Portland’s fastest growing job sector today, and they are expected to continue to grow. This Comprehensive Plan includes policies that facilitate growth within existing institutional campuses and call for the creation of clear rules for maintaining and improving neighborhood compatibility in implementation tools.



- **Recognize prosperity is about more than job growth** – Business and job growth does not take place in a vacuum. It is influenced by the quality of the city as a place to live, the education system, availability of capital, and the natural and built environments. Policies and implementation actions that support centers and corridors, Urban Habitat Corridors, healthy watersheds, biodiversity and City Greenways, all make Portland a more attractive location for people to work, live and run businesses.

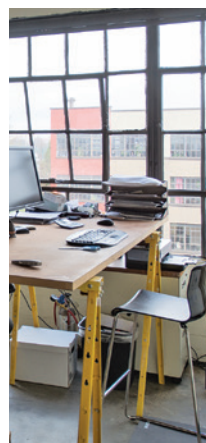
The city’s success depends on achieving broad community prosperity.

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

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

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

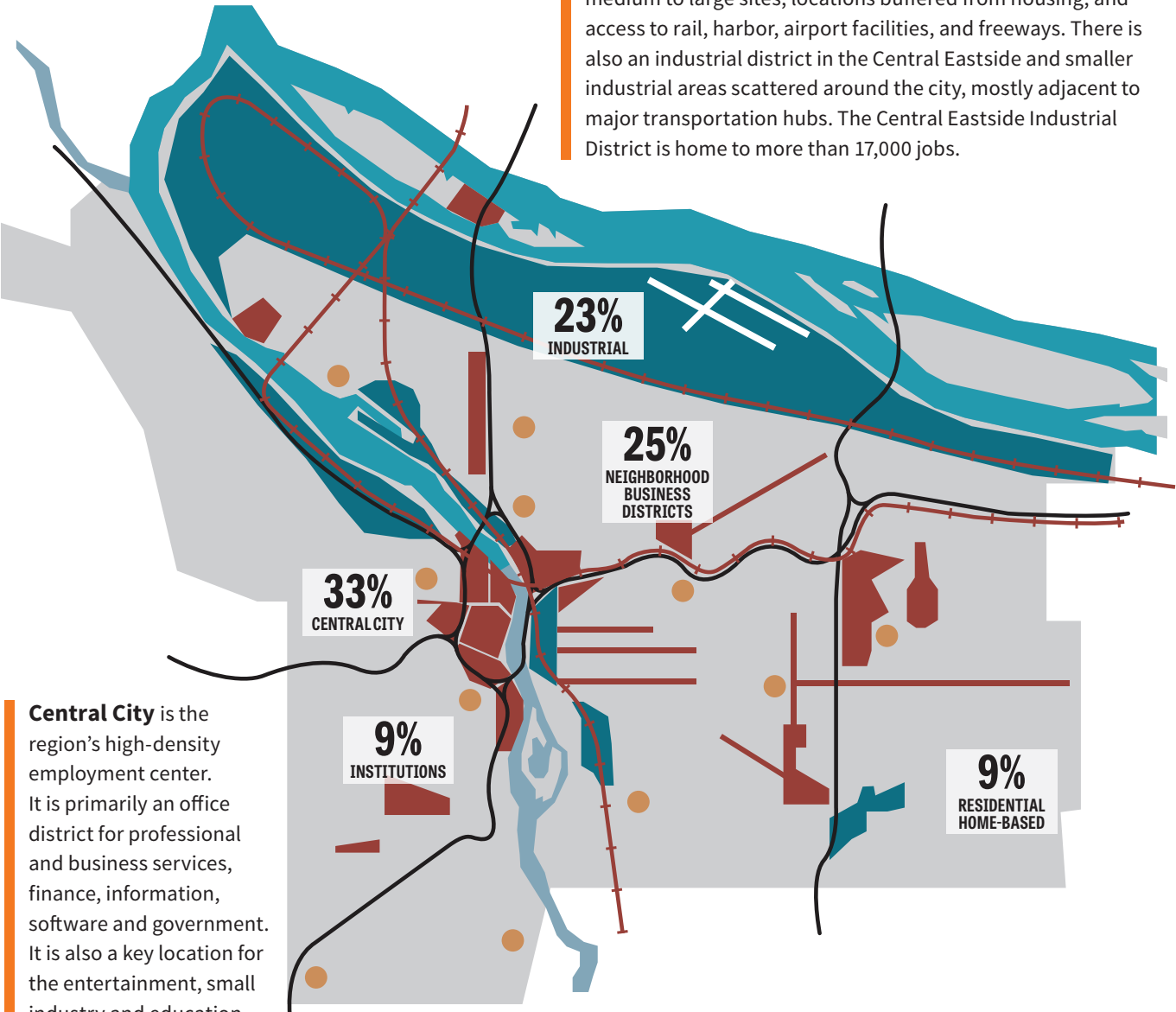
Household prosperity varies greatly by employment type. The Portland Plan’s measure of success for household prosperity uses a self-sufficiency index based on the income needed to meet basic household needs, including the cost of housing, childcare, food, healthcare and transportation. In Portland, this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



Portland's employment sectors

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

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



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

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

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

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

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

2 Human Health



Human health

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

Portland’s physical environment has a significant effect on health.

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

Increase access to complete neighborhoods

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

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





Strengthen consideration of environmental justice

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

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

Build City Greenways

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

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



... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

3 Environmental Health



Environmental health

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

Portland has a wealth of natural resources.

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



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

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

But, many of these natural resources are at risk.

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



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



Design development to work with nature

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



Support nature-friendly infrastructure

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

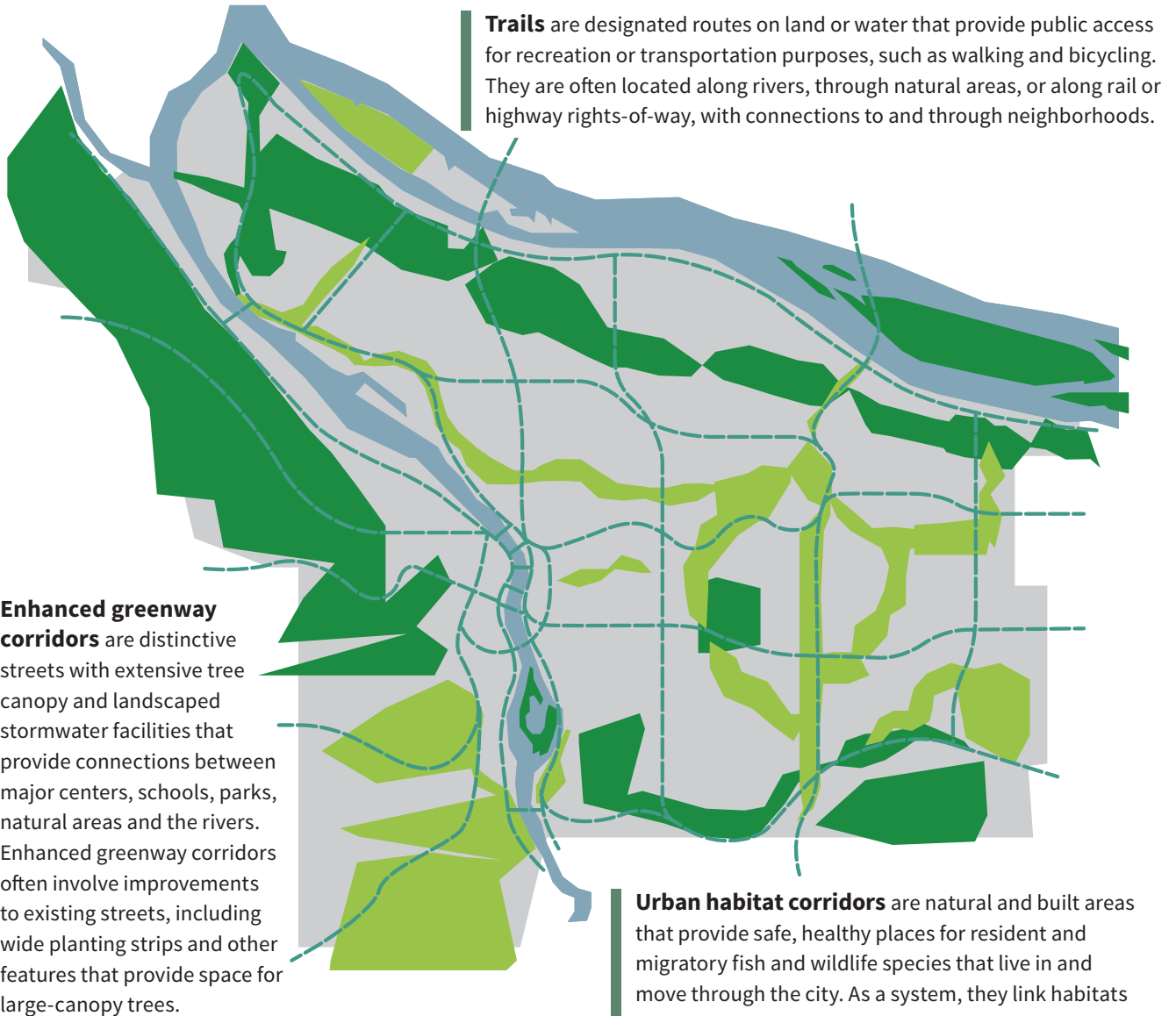


Preserve and enhance Urban Habitat Corridors

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

Portland's greenway and habitat corridors

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



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

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

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

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

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

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GUIDING PRINCIPLE

4 Equity





Equity

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

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





Invest to reduce disparities

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

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

Make infrastructure decisions that advance equity

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

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

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

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

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

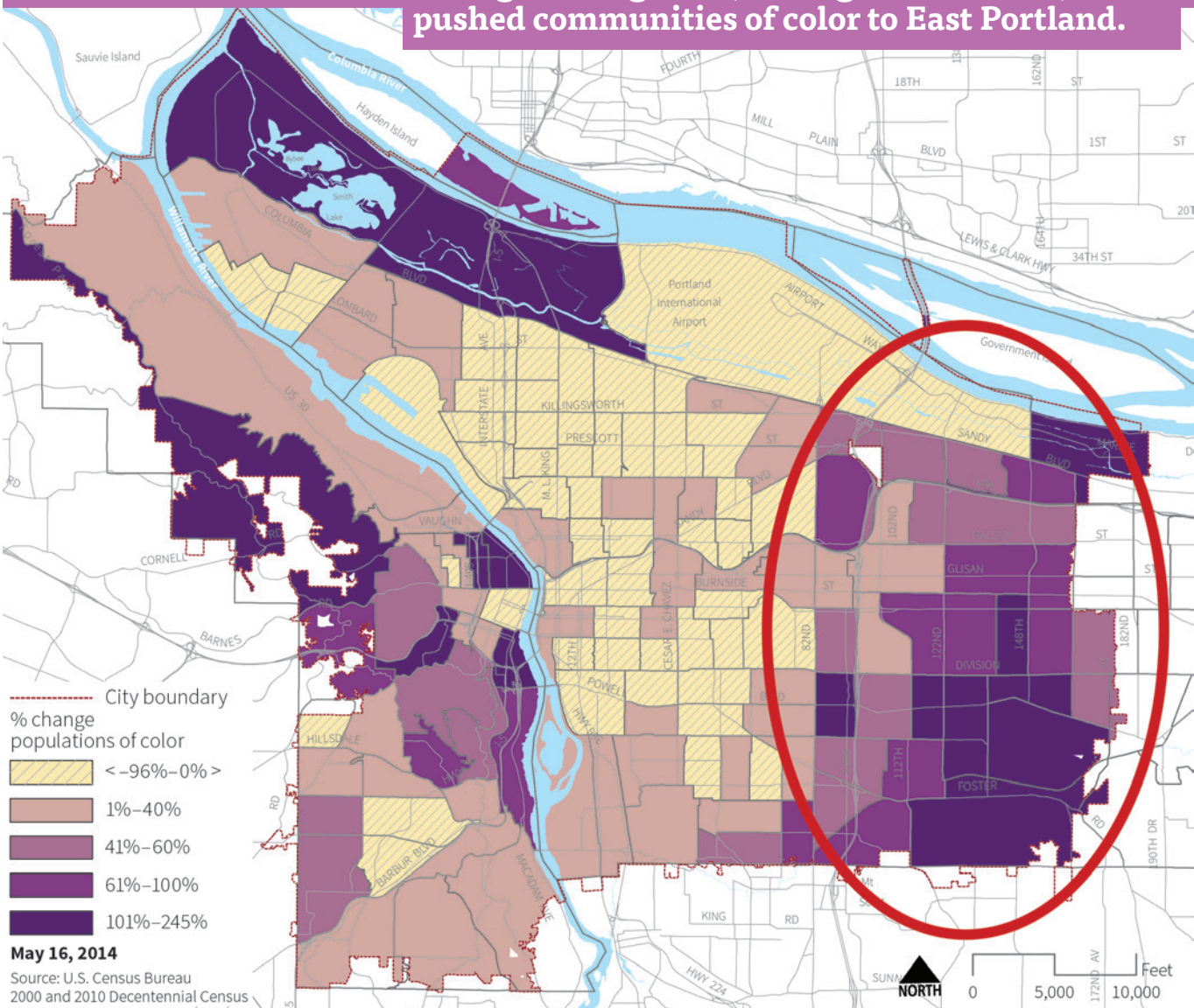
Address displacement of residents

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

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

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

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



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



Provide for on-going affordability

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

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

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

Create regulations that acknowledge that one size does not fit all

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

Plan and design to fit local conditions.

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

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



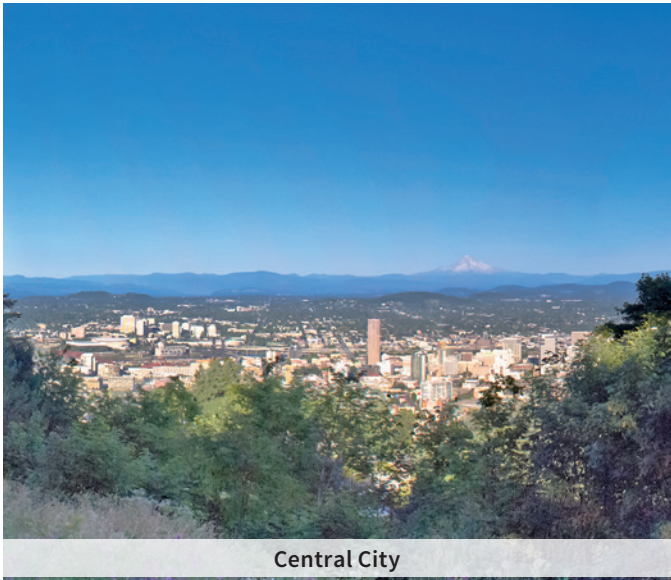
Inner Neighborhoods



Eastern Neighborhoods



Western Neighborhoods



Central City



Rivers

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

5 Resilience



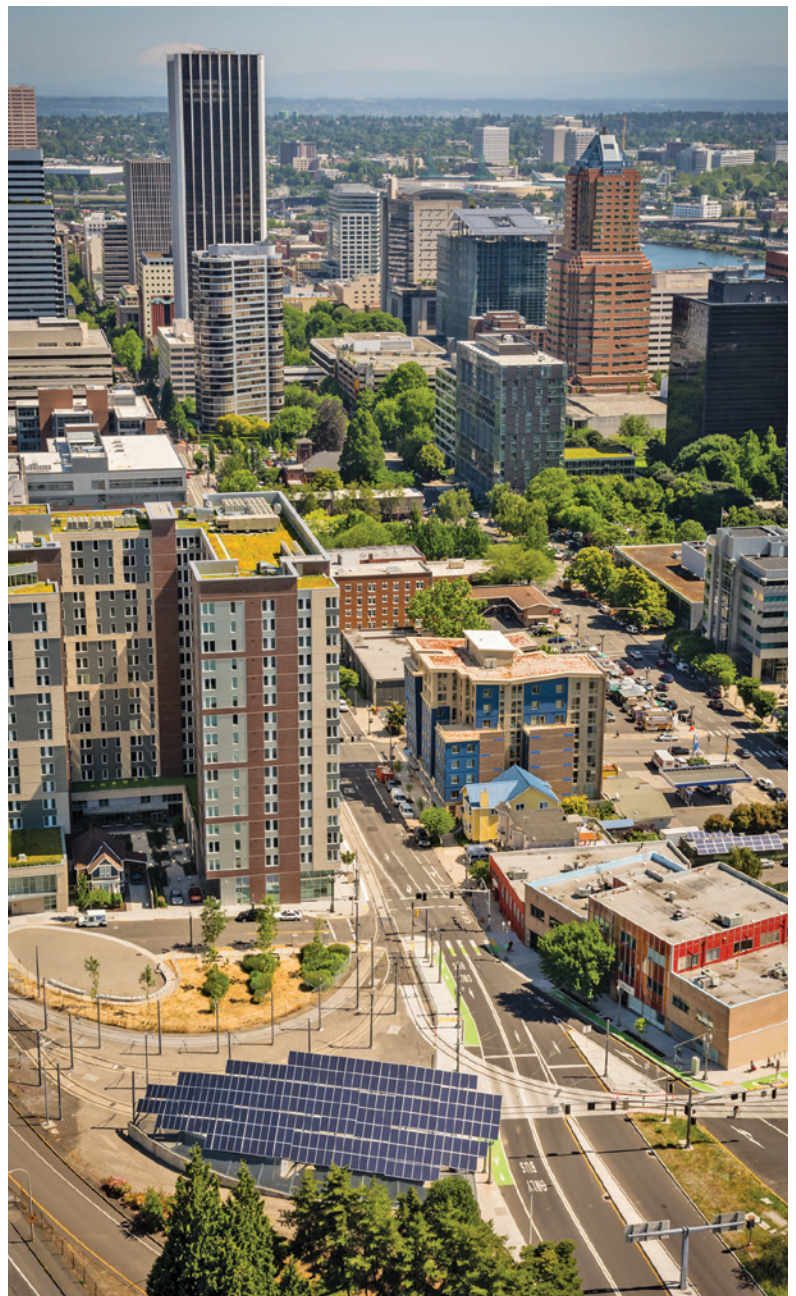
Resilience

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

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

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

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





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

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

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



The 2035 Comprehensive Plan help manage risks in several ways.

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

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

Compact Urban Form Reduces Carbon

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

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

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

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

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



EAST



INNER



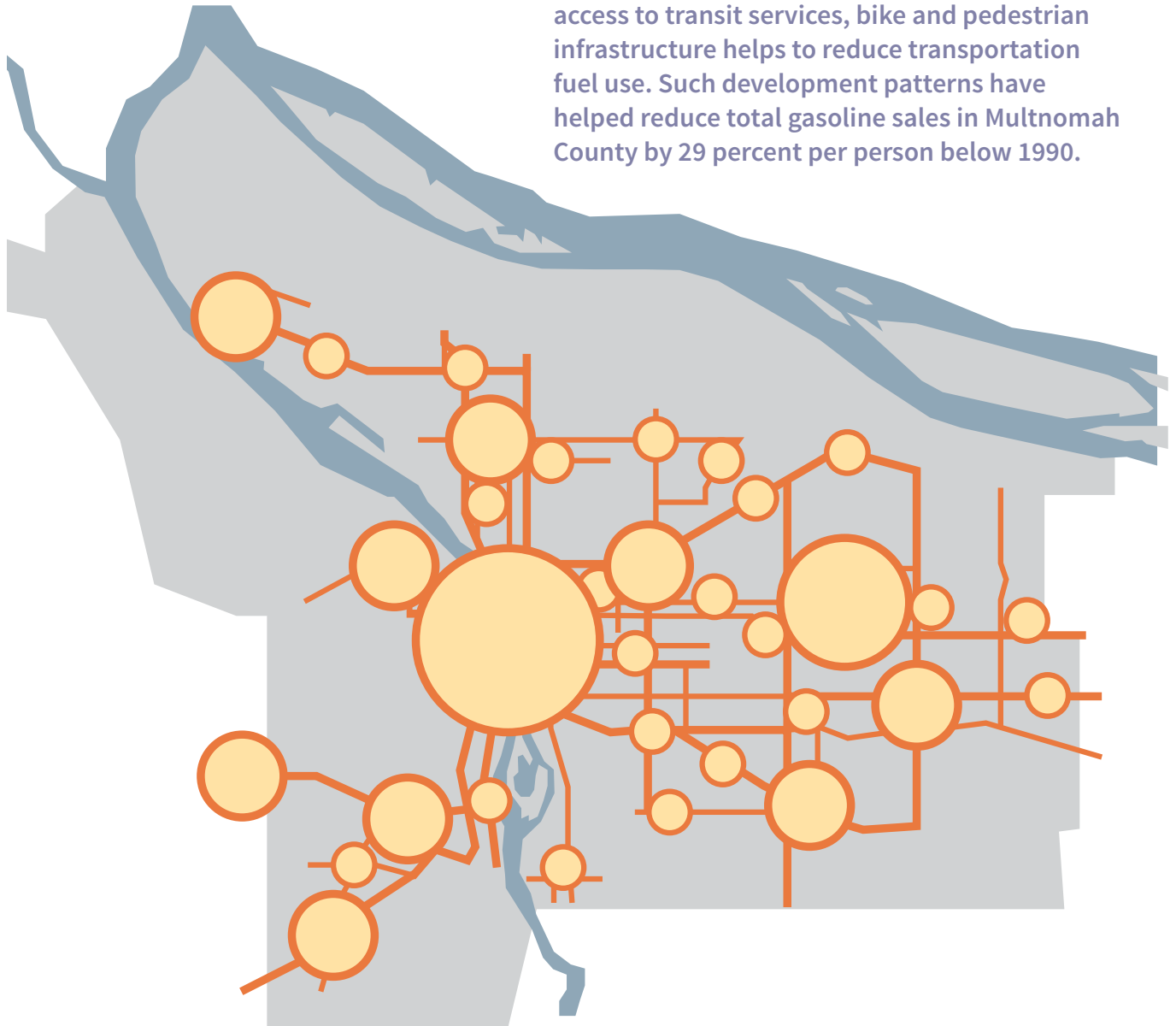
WEST

Visualizing a low-carbon community.

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

Focusing growth in centers and corridors helps minimize carbon emissions

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



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

Infrastructure

What is infrastructure investment, and why is it important?

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

Build, maintain and upgrade public facilities.

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

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

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

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

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

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

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



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



Caring for Portland’s infrastructure

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

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

Using an equity lens when making infrastructure decisions.

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

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

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

Addressing gentrification and displacement.

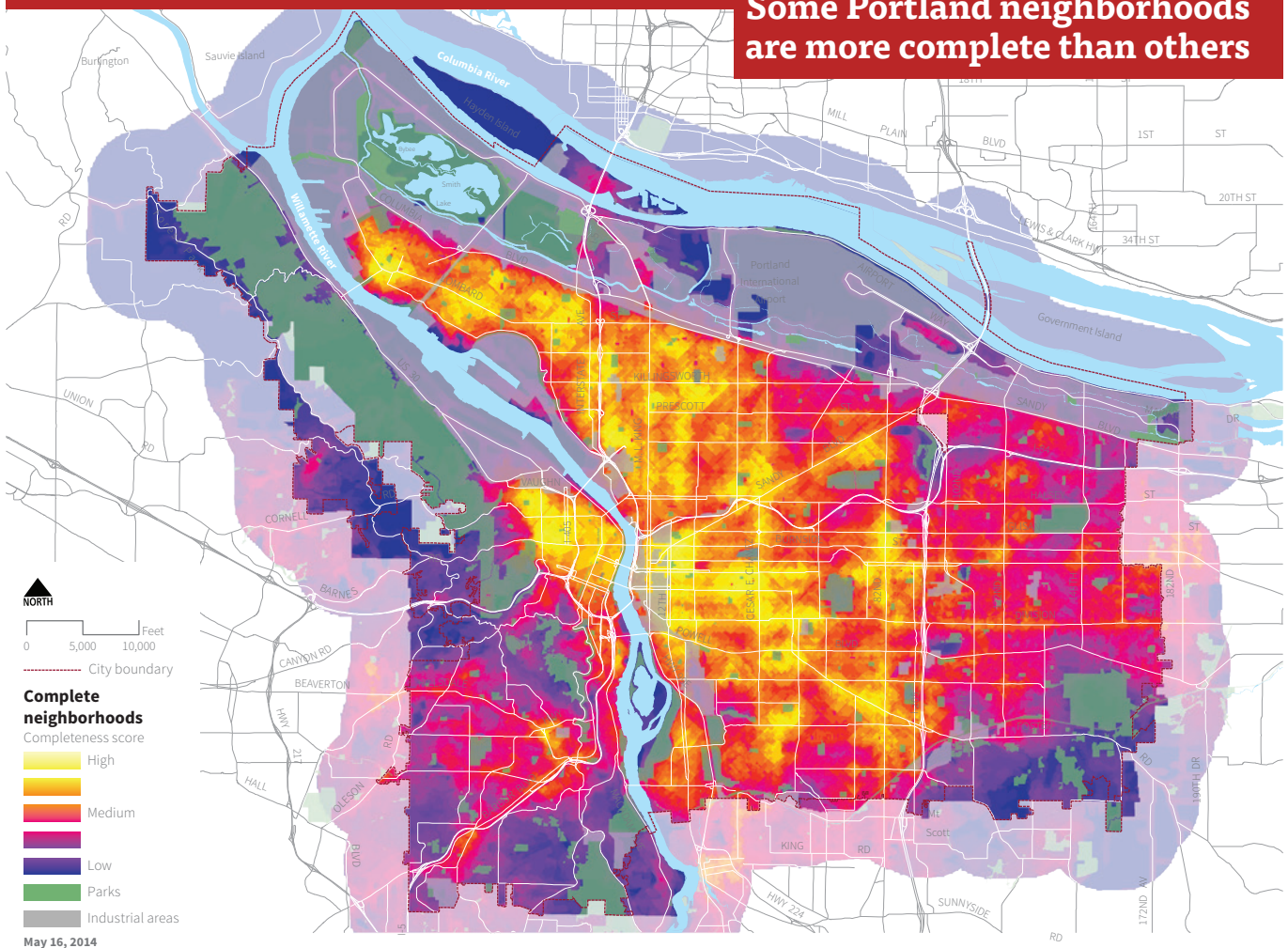
Neighborhood improvements are often accomplished through public and private investments that increase a neighborhood’s livability. This can benefit existing residents through better access to shopping and services, improved neighborhood walkability and better transit service. This also will enhance a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

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

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

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

Some Portland neighborhoods are more complete than others



Complete neighborhoods.
 Source: Portland Bureau of Planning and Sustainability

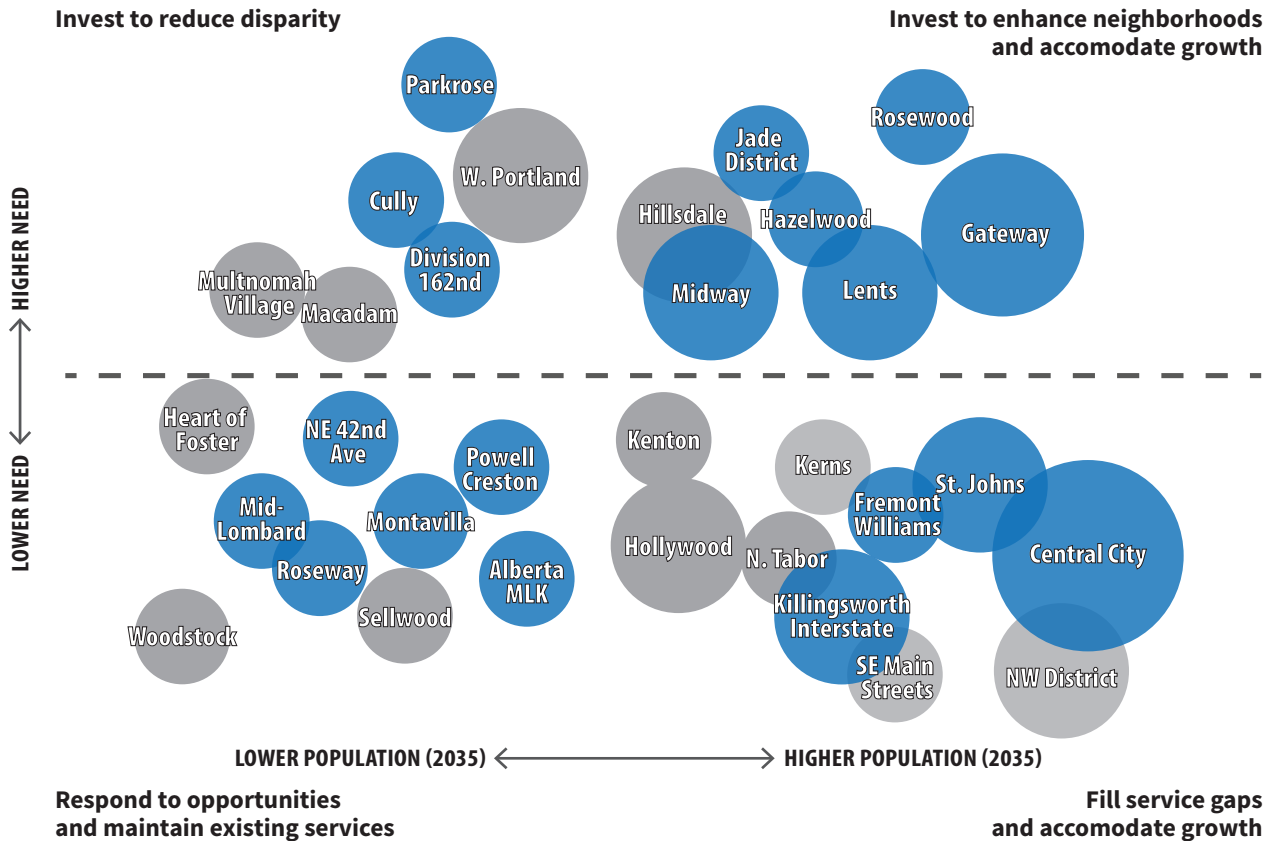
The City developed the 20-minute neighborhood index to measure access to community amenities, products and services. The areas shown in yellow have the highest levels of access to services and amenities. The areas shown in purple have the lowest levels of access.

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

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

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

Investment strategies for complete centers



An intentional investment strategy is essential.

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

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

