2035 Comprehensive Plan Draft City Council Amendments

March 18, 2016
(Minor corrections made 3/25/16, 3/28/16, and 3/29/16)

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In Person:	Attend a public hearing to offer oral testimony directly to the City Council. **April 14, 2016, 6 p.m.** 1120 SW 5th Avenue, Portland Building Auditorium, Portland, OR 97204 **April 20, 2016, 2 p.m.** 1221 SW 4th Avenue, Council Chambers, Portland, OR 97204 Time and date subject to change. Check our website for specific dates and additional information. **www.portlandoregon.gov/bps/pdxcompplan** *Please include your full name and mailing address in your testimony. Without this information, the City is not able to send you notification of Council hearing dates or the Council's final decision, and you may not be able to appeal the Council's final decision*

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Chapter 3: Urban Form

What is this chapter about?

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

- Foster an equitable system of compact mixed use and commercial centers across the city to increase access to community services and businesses, and create more low-carbon complete healthy connected neighborhoods.

- Improve Portland's major corridors so that they become vibrant urban places and key transportation connections.

- Enhance Portland's public realm, integrate nature into the city, and link people, places, and wildlife through active transportation facilities, green infrastructure investments, urban tree canopy, and habitat connections.

- Describe the city's overall development pattern and area character to inform and guide future plans, investments, and development.

Why is this important?

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

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

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

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

Inner Ring Districts

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

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

Policy 3.40 **Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.

Policy 3.41 **Corridors.** Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.

Policy 3.42 **Distinct identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use 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 3.43 **Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with the range of existing historic housing 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 3.44 **Active transportation.** Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen

Chapter 4: Design and Development

What is this chapter about?

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

- Encourage building and site design that promotes human and environmental health, public safety, and responds to local context.

- Promote strong links among building and site design, streets, and the public realm.

- Guide historic and cultural resource and scenic view preservation.

- Encourage the integration of nature into the built environment.

- Reduce carbon emissions and promote energy- and resource-efficient neighborhoods and buildings.

Why is this important?

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

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

Goals

Goal 4.A: Context-sensitive design and development
New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

Goal 4.B: Historic and cultural resources
~~Historic and cultural resources are integral parts of an urban environment that continue to evolve and are preserved.~~ Historic and cultural resources are identified, protected, and rehabilitated as integral parts of an urban environment that continues to evolve.

Goal 4.C: Human and environmental health
Neighborhoods and development are efficiently designed and built to enhance human and environmental health: they protect safety and livability; support local access to healthy food; limit negative impacts on water, hydrology, and air quality; reduce carbon emissions; encourage active and sustainable design; protect wildlife; address urban heat islands; and integrate nature and the built environment.

Goal 4.D: Urban resilience
Buildings, streets, and open spaces are designed to ensure long-term resilience and to adjust to changing demographics, climate, and economy, and withstand and recover from natural disasters.

Policies

Context

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

Policy 4.1   **Pattern areas.** Encourage building and site designs that respect the unique built natural, historic, and cultural characteristics of Portland's five pattern areas described in Chapter 3: Urban Form.

Policy 4.2   **Community identity.** Encourage the development of character-giving design features that are responsive to place and the cultures of communities.

Policy 4.3   **Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.

Design and development of centers and corridors

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

Policy 4.20 **Walkable scale.** Focus services and higher-density housing in the core of centers to support a critical mass of demand for commercial services and more walkable access for customers.

Policy 4.21 **Street environment.** Encourage development in centers and corridors to include amenities that create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather.

Policy 4.22 **Relationship between building height and street size.** Encourage development in centers and corridors that is responsive to street space width, thus allowing taller buildings on wider streets.

Policy 4.23 **Design for pedestrian and bicycle access.** Provide accessible sidewalks, high-quality bicycle access, and frequent street connections and crossings in centers and corridors.

Policy 4.24 **Residential uses on busy streets.** Improve the livability of places and streets with high motor vehicle volumes. Encourage landscaped front setbacks, street trees, and other design approaches to buffer residents from street traffic.

Policy 4.25 **Active gathering places.** Locate public squares, plazas, and other gathering places in centers and corridors to provide places for community activity and social connections. Encourage location of businesses, services, and arts adjacent to these spaces that relate to and promote the use of the space.

Policy 4.26 **Protect defining features.** Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources, through application of zoning, incentive programs, and regulatory tools.

Policy 4.27 **Historic buildings in centers and corridors.** ~~Protect~~ Identify, protect and encourage the ~~restoration and improvement~~ use and rehabilitation of historic resources in centers and corridors.

Policy 4.28 **Public art.** Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers

Historic and cultural resources

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

Policy 4.45   **Historic and cultural resource protection.** Within statutory requirements for owner consent, ~~Protect~~ identify, protect and encourage the ~~restoration~~ use and rehabilitation of historic buildings, places, and districts that contribute to the distinctive character and history of Portland's evolving urban environment.

Policy 4.46   **Continuity with established patterns.** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources.

Policy   Resolution of conflicts in historic districts. Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to take into account the character of the historic resources in the district.

Policy 4.47   **Demolition.** Protect historic resources from demolition. When demolition is necessary or appropriate, provide opportunities for public comment and encourage pursuit of alternatives to demolition or other actions that mitigate for the loss.

Policy 4.48   **City-owned historic resources.** Maintain City-owned historic resources with necessary upkeep and repair.

Policy 4.49   **Historic Resources Inventory.** Within statutory limitations, regularly update and maintain ~~Maintain and periodically update~~ Portland's Historic Resources Inventory to inform historic and cultural resource preservation strategies.

Policy 4.50   **Preservation equity.** Expand historic ~~preservation~~ resources 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 4.51   **Cultural diversity.** Work with Portland's diverse communities to identify and preserve places of historic and cultural significance.

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

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

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

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

Public art

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

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

Resource-efficient design and development

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

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

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

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

Policy 4.59   **Life cycle efficiency.** Encourage use of technologies, techniques, and materials in building design, construction, and removal that result in the least environmental impact over the life cycle of the structure.

Policy   Deconstruction. Encourage salvage and reuse of building elements when demolition is necessary or appropriate.

Policy 4.60   **Materials and practices.** Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy-efficient building practices.

Policy 4.61   **Water use efficiency.** Encourage site and building designs that use water efficiently and manage stormwater as a resource.

Policy 4.62   **Optimizing benefits.** Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.

Policy 4.63   **Energy efficiency.** Encourage and promote energy efficiency significantly beyond the Statewide Building Code and the use of solar and other renewable resources in individual buildings and at a district scale.

Policy 4.64   **District energy systems.** Encourage and remove barriers to the development and expansion of low-carbon heating and cooling systems that serve multiple buildings or a broader district.

Policy 4.65   **Ecodistricts.** Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.

Policy 4.66   **Energy-producing development.** Encourage and promote development that uses renewable resources, such as solar, wind, and water to generate power on-site and to contribute to the energy grid.

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

Designing with nature

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

Green street: A green street is a street with a landscaped street-side planter or bioswale that captures stormwater runoff from the street and allows it to soak into the ground as soil and vegetation filter out pollutants. A green street is not the same as a City Greenway, though a City Greenway may include green street elements.

Guide: Shape or direct actions over time to achieve certain outcomes. This verb is used when the City has a role in shaping outcomes but implementation involves multiple other implementers and actions taking place over a long period of time.**Habitat-friendly development:** Strategies to provide habitat for, and prevent harm to, native resident and migratory wildlife. Examples include habitat-oriented ecoroofs, bridges, buildings, and sites, including features such as nest platforms and bat boxes. Strategies also involve development design and practices that: limit the amount of light, noise, vibration, and other disturbance or hazards that negatively affect wildlife and wildlife habitat, especially during vulnerable wildlife life cycles (such as mating/nesting season and migration); improve wildlife access and passage, by limiting fencing, roads, culverts and other barriers between important habitats (e.g., desirable feeding and watering sites); and minimize the impact of construction on and in rivers, and on terrestrial species (such as nesting birds).

High-capacity transit: High-capacity transit is public transit that has an exclusive right of way, a non-exclusive right of way, or a combination of both. Vehicles make fewer stops, travel at higher speeds, have more frequent service, and carry more people than local service transit such as typical bus lines. High-capacity transit can be provided by a variety of vehicle types including light rail, commuter rail, streetcar, and bus.

High-density housing: Refers generally to housing that is mid- to high-rise in building scale.

High-performance and green homes: High-performance and green homes conserve energy and water, are healthier for the occupants and the environment, have lower utility bills, manage stormwater, and are more durable and adapt to the long-term needs of their residents through design that accommodates people of all ages and abilities. To ensure performance, high-performance and green homes must be assessed and rated by a third-party green building certification program.

High-rise: A building more than 10 stories in height.

High-risk infrastructure: Infrastructure assets that have a high risk of failure, based on the likelihood and consequence of that failure.

Historic resource: A structure, place, or object that has a relationship to events or conditions of the human past. Historic resources may be significant for architectural, historical, and cultural reasons. Examples include historic landmarks, conservation landmarks, historic districts, conservation districts, and structures or objects that are identified as contributing to the historic significance of a district, including resources that are listed in the National Register of Historic Places. Structures, places, and objects that are included in historic inventories are potential historic resources.