

EXHIBIT A

Further Findings of Fact

Glossary of Terms and Acronyms

Unless the context clearly dictates otherwise, the following terms have the following meanings in these findings of fact:

“BLI” means buildable lands inventory. This inventory consists of 51 maps adopted by Ordinance No. 185657 (October 3, 2012). These maps are summarized by two additional maps, one for employment land and another map for housing land adopted as Exhibits C and D of Ordinance No. _____. These summary maps are accompanied by reported estimates of how many new housing units and how many new jobs can accommodate by the year 2035.

“BPS” means the director of the Bureau of Planning and Sustainability, or City officials acting under the director’s instruction.

“CIC” means the Community Involvement Committee as appointed by the mayor and confirmed in their appointments by the City council

“City” means, depending on context, either the City of Portland, Oregon as a place, or officials acting under direction of the City Council.

“City Council” means the elected mayor and commissioners acting as the governing body of the City.

“DLCD” means the Director of the Oregon Department of Land Conservation and Development, or state officials acting under the director’s instruction.

“EOA” means the *Economic Opportunity Analysis* adopted by the City Council as Exhibit F of Ordinance No. _____.

“Goal” means a Statewide Planning Goal adopted by the LCDC.

“HNA” means the *Housing Needs Analysis* adopted by Ordinance No. 185657 (October 3, 2012)

“LCDC” means the Oregon Land Conservation and Development Commission.

“Metro” means the Metro Council, the elected governing body of the Metropolitan Service District, a service district formed pursuant to ORS Chapter 268. All urban and urbanizable land with the City of Portland are within the service district boundaries.

“NRI” means the natural resource inventory and maps adopted by Ordinance No. 185657 (October 3, 2012). These depict the locations of various natural resources, describe their quantity and quality, and determine their significance.

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“OHP” means the *Oregon Highway Plan* adopted by Oregon Transportation Commission.

“PSC” means the members of the City’s Planning and Sustainability Commission who are appointed by the Mayor and confirmed by the City Council.

“RTP” means the *Regional Transportation Plan* adopted by Metro.

“Rule” means an administrative rule adopted by the LCDC.

“TPR” means a particular rule, the *Transportation Planning Rule*, adopted by LCDC.

“UGMFP” means the *Urban Growth Management Functional Plan* adopted by Metro.

Expanded Summary of Periodic Review Progress to Date

Portland's *Comprehensive Plan* is being updated within the structure of a two-phased, state-mandated process called "periodic review."

The first phase in periodic review is the preparation of a work program. The City undertook a self-evaluation and determined updates were warranted for all three parts of the *Comprehensive Plan*, the policies, the map and the list of significant projects. The City Council adopted Resolution No. 36626 on August 6, 2008 which forwarded a proposed periodic review work program to the DLCD. The department approved the City's work program with minor modifications on September 30, 2009.

The second phase in periodic review is the completion of the state-approved work program. Portland's work program is organized into the following five tasks.

- Task I, Community Involvement
- Task II, Inventory and Analysis
- Task III, Consideration of Alternatives
- Task IV, Policy Choices
- Task V, Implementation

Task I of Periodic Review Obligations

Task I required appointment of a dedicated CIC for periodic review. Members were nominated by the Mayor and confirmed by the City Council (Task I, Subtask A). The appointment of the CIC was approved by DLCD Order No. 001792 on August 5, 2010. City Council Ordinance No. 184047 adopted a Community Involvement Program (Task I, subtask B) that was approved by DLCD Order 001798 on January 5, 2011. Under Task I the CIC has a continuing obligation to help, "ensure, meaningful, timely, and sufficient community participation in all phases on plan update." The CIC is charged with submitting a report to the City Council as each periodic review task is proposed for adoption.

The CIC was established as a temporary committee charged with ensuring citizen participation during the *Comprehensive Plan* update. The CIC has completed its obligation by completing reports covering all five periodic review tasks (Task 1, Subtask C) and by recommending beneficial changes to the *Comprehensive Plan* and Title 33 of the City Code (Task 1, Subtask D). Appointments to the CIC expire on December 31, 2015, by which time all duties of the CIC will have been completed. During the time the Task V implementing measures are subject to public hearing the PSC will, on an interim basis, serve as the City's designated committee for citizen involvement within the meaning of Goal 1.

Immediately after the effective date of the new *Comprehensive Plan* and its implementing measures a new CIC will be established as a permanent standing committee with oversight for

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the community involvement components of all programs of the BPS. The PSC should retain oversight of all other of the program components of the Bureau of Planning and Sustainability.

Task II of Periodic Review Obligations

Task II of the City's periodic review work program required the City to adopt "at least the following" work products by ordinance and submit them to LCDC:

- Inventory Map of Buildable Residential Lands
- Inventory Map of Buildable Employment Lands
- Inventory Map of Significant Natural Resources
- Inventory Map of Hazards
- Housing Needs Analysis
- Economic Opportunities Analysis
- Estimate of Remaining Housing Capacity
- Estimate of Remaining Employment Capacity

The City Council fulfilled all these Task II obligations on October 3, 2012, by adopting Ordinance No. 185657 that adopted the following reports and maps as official supporting documents for the *Comprehensive Plan*:

Economic Opportunity Analysis (EOA) in five documents:

Economic Opportunities Analysis, Summary – as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task 1: Trends, Opportunities and Market Factors – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task I, Appendix C, Harbor Lands Report – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task 2/3: Supply and Demand – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task 4: Alternative Choices – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Housing Needs Analysis (HNA) in five documents:

Housing and Transportation Cost Study – version as recommended by the PSC in December 2010

Updates on Key Housing Supply and Affordability Trends – version as recommended by the PSC on July 12, 2011

Housing Supply – version as recommended by the PSC on July 12, 2011

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Housing Affordability – version as recommended by the PSC on July 12, 2011

Housing Demand and Supply Projections – version as recommended by the PSC on July 12, 2011

Infrastructure Condition and Capacity Analysis in one document:

Infrastructure Condition and Capacity – version as recommended by the PSC on July 10, 2012

Natural Resource Inventory (NRI) Report in two documents:

Natural Resource Inventory – version as recommended by the PSC on July 10, 2012

Natural Resource Inventory Update – version as recommended by the PSC on July 10, 2012

Buildable Lands Inventory (BLI) Report in four documents:

Buildable Lands Inventory Report – Summary of Future Development Capacity – as recommended by the PSC on June 12, 2012 as amended by Council

Buildable Lands Inventory Report, Appendix A, City of Portland Development Capacity Analysis, Development Capacity GIS model, – updated version as recommended by the PSC on June 12, 2012

Buildable Lands Inventory Report, Appendix B, Central City Development Capacity Study, – updated version as recommended by the PSC on June 12, 2012

Buildable Lands Inventory Report, Appendix C, Constraint Maps and Model Assumptions, – updated version as recommended by the PSC on June 12, 2012

BLI Maps

Fifty-one (51) maps divided into the categories of “Constraints,” “Hazards,” “Natural Resources” and “Infrastructure” – versions as recommended by the PSC on July 10, 2012.

After the City submitted Task II for state approval, but before the LCDC made a final decision, there were two significant changes in circumstances. The Port of Portland withdrew its application to annex West Hayden Island to the City of Portland, a portion of which the Port proposed to develop with a new marine industrial terminal. The Port’s action required the City to reevaluate both the industrial land need and supply described in the EOA that the Council had just recently adopted. Additionally, Metro adopted an employment forecast and jobs allocation lower than the draft Metro allocation and forecast the City relied upon to prepare its EOA. (Ordinance No. 12-1292A, November 29, 2012) This final forecast allocated to Portland the responsibility for creating 120,982 new housing units and 134,140 new jobs.

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City Task II Work Withdrawn from Consideration

After the City submitted Task II for state approval, but before the LCDC made a final decision, there were two significant changes in circumstances. The Port of Portland withdrew its application to annex land to the City of Portland for a West Hayden Island marine terminal, and Metro adopted, as a final land use decision, by Ordinance No. 12-1292A on November 29, 2012, an employment forecast and jobs allocation lower than the draft Metro allocation and forecast the City relied upon to prepare its Economic Opportunities Analysis. This final forecast was 120,982 housing units and 134,140 jobs.

Because of these changes in circumstances, the City withdrew the following documents from state consideration:

Economic Opportunities Analysis, Summary – as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task 1: Trends, Opportunities and Market Factors – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task I, Appendix C, Harbor Lands Report – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task 2/3: Supply and Demand – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Task 4: Alternative Choices – updated version as recommended by the PSC on June 12, 2012 as amended by Council

City Work Acknowledged as Meeting Task II

The LCDC approved all of the City's Task II submittal, except for the five withdrawn documents, on May 23, 2014 by Order 001850. The approved maps, reports, and documents, through operation of OAR 660-025-0160(8), became acknowledged supporting documents for Portland's *Comprehensive Plan*. LCDC Order 001850 also transferred the EOA requirement from Periodic Review Work Program, Task II, Subtask D, to Task III, Subtask D, and required the City to recognize the forecast and allocation adopted by the Metro Council on November 29, 2012.

Compliance Status Summary of Portland's Periodic Review Work Program

- Task I, Subtask A: Community Involvement Committee, approved by LCDC Order 001792 on August 5, 2010
- Task I, Subtask B: Community Involvement Program, approved by LCDC Order 001789 on January 5, 2011

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- Task II, Subtask A Characterization of Existing Land Supply, approved by LCDC Order 001850 on May 23, 2014
- Task II, Subtask B Estimate of Remaining Housing Potential, approved by LCDC Order 001850 on May 23, 2014
- Task II, Subtask C Coordination of Housing Forecast with Metro, approved by LCDC Order 001850 on May 23, 2014
- Task II, Subtask E Identification of Housing Needs, approved by LCDC Order 001850 on May 23, 2014

Periodic Review Products Adopted by Ordinance No. _____

City Council Ordinance No. _____ adopted the following periodic review products.

- Task I, Subtask C: Report from the CIC evaluating the involvement leading up to the adoption of periodic review products
- Task II, Subtask D Revised Residential BLI Summary Map and Revised Estimate of Remaining Housing Potential.
- Task III, Subtask A Evaluation Criteria for Alternatives Analysis
- Task III, Subtask B Thematic Alternatives Analysis
- Task III, Subtask C Detailed Alternatives Analysis
- Task III, Subtask D Revised EOA, Revised Employment BLI Summary Map, and Revised Estimate of Remaining Employment potential.
- Task IV, Subtask D. Part 1. Citywide Systems Plan (except for transportation)

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Periodic Review Products Adopted by This Ordinance

This Ordinance adopts the following periodic review products.

- Task IV, Subtask A: New Comprehensive Plan Map.
- Task IV, Subtask B Goals and Policies Comprising a New Economic Element of the Comprehensive Plan.
- Task IV, Subtask C Goals and Policies Comprising a New Housing Element of the Comprehensive Plan.
- Task IV, Subtask D. Part 2 List of water, sewer and drainage projects necessary to support the Comprehensive Plan
- Task IV, Subtask D Part 3 Policy addressing Portland International Airport Expansion.
- Task IV, Subtask D Part 4 Policy addressing Portland Heliport.
- Task IV, Subtask E Part 1, (Partial) Comprehensive Plan Goals and Policies component of the Transportation System Plan and list of transportation projects necessary to support the Comprehensive Plan.

Task IV Periodic Review Products not Adopted by This Ordinance

This Ordinance does not adopt the following Task IV Periodic Review products. The City is requesting a modification of its Periodic Review Work Program to re-designate the following as Task IV products:

- Task IV, Subtask D Part 5: Coordination with school facilities plans.
- Task IV, Subtask E Part 1, (Partial) Conform City Transportation System Plan to the Regional Transportation System Plan.
- Task IV, Subtask E Part 2 Level of Service Standards, including possible alternatives.
- Task IV, Subtask D. Part 3 Modal preferences or mode split targets.

Findings of Fact

Statewide Planning Goals that Apply to Portland

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

Statewide Planning Goals that no longer Apply to Portland

There are approximately 560 acres of land both within Portland’s municipal boundaries and beyond the regional urban growth boundary that can be classified as rural land. In 1991, as part of Ordinance No. 164517, the City Council took an exception to Goal 3 and 4, the agriculture and forestry goals, in the manner described and authorized by state law and Goal 2. As a result of the acknowledged exception, the following goals do not apply:

- Goal 3 Agricultural Lands
- Goal 4 Forest Lands

Statewide Planning Goals that do not apply to Portland

Other Statewide Planning Goals apply only within Oregon’s coastal zone. The Statewide Planning Goal Glossary defines “Coast Zone” as, “The area lying between the Washington border on the north to the California border on the south, bounded on the west by the extent of the state's jurisdiction, and in the east by the crest of the coastal mountain range, with the exception of: (a) The Umpqua River basin, where the coastal zone shall extend to Scottsburg; (b) The Rogue River basin, where the coastal zone shall extend to Agness; (c) The Columbia River basin, where the coastal zone shall extend to the downstream end of Puget Island. (Formerly ORS191.110).” 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

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Goal 19 Ocean Resources

Statewide Planning Goal 1 Findings

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

Goal 1 applies to all legislative land use decisions. Goal 1 requires the City to:

- Designate a citizen involvement committee;
- Adopt and publicize a program for citizen involvement that is appropriate to the scale of Portland's *Comprehensive Plan* update; and
- Implement the citizen involvement program as the plan supporting documents, plan components, and plan implementing measures are developed and proposed for adoption.

Goal 1 allows the City Council three choices: it may appoint itself as the committee for citizen involvement, it may appoint the PSC as the committee, or it may appoint a committee separate from the Council or Commission. The City Council, exercising the third option, appointed a CIC. The appointment of the CIC is Periodic Review Task I, Subtask A, and was approved by DLCDC Order 001792 on August 5, 2010.

The City Council, on the recommendation of the CIC and the PSC, adopted Ordinance 184047, which adopted a Community Involvement Program for Portland's periodic review. This program is Periodic Review Task, 1 Subtask B, and was approved by DLCDC Order 001798 on January 5, 2011.

Under Task I, Subtask C, of Portland's periodic review work program, the CIC has a continuing obligation to monitor and evaluate how the Community Involvement Program in being carried out. The program also provides the CIC opportunities to report its findings to City Council before a periodic review task is adopted by ordinance and submitted for state approval. The Task II report from the CIC was approved by LCDC Order 001850 on May 23, 2014. On July 28, 2015 the CIC presented a report to the PSC describing community outreach that occurred during development of the proposed comprehensive plan, and the related supporting documents. The PSC accepted that report. The Community Involvement Report for Periodic Review Tasks III and IV was accepted by City Council with Ordinance _____ [the ordinance filed for a hearing at 2:00 PM November 19, 2015].

In addition to the activities described in the CIC report, the City also provided notices of public hearings before the PSC and City Council pursuant to the legislative procedures contained in Chapter 33.740 of the City Code. Chapter 33.740 includes provisions governing public notices, issuance of reports, commission review, and hearings. In July 2014 a Proposed Draft of the Comprehensive Plan, including the CSP and List of Significant Projects was published. Public notices, including Measure 56 property owner notices, were mailed on August 18, 2014. The PSC held public hearings on September 23, October 14, October 28, and November 4, 2014. An additional hearing on transportation policy and projects occurred on February 24, 2015. On July 14, 2015 the PSC voted to accept the staff-proposed plan with a variety of amendments. City Council held a hearing to consider the recommended Comprehensive Plan on November 19,

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2015. Public notice of that hearing had been mailed on October 13, 2015. On that same day the City also mailed 28,000 Measure 56 Notices to potentially affected property owners.

Because the City appointed a CIC, adopted and implemented a program for citizen involvement, supported the CIC to completion of the program, and provided sufficient public notices, the City has complied with procedural requirements of Goal 1.

Goal 1 also requires a local advisory committee to assist with the development of an ongoing program that promotes and enhances involvement in land-use planning, assist in the implementation of the involvement program, and assist in evaluating the process being used for involvement. Local programs should enhance involvement at all phases of a project, including at the data collection stage, project scoping, the plan adoption process, and during adoption of implementation measures. Programs should ensure people can communicate and give input to decision makers and provide a mechanism for people to find out what happened to their comments. Finally, programs should make technical information available in an understandable form

The recommended new Community Involvement program and policies are consistent with Goal 1, for the following reasons:

Policy directs the creation of an ongoing CIC.

Policy 2.19 Community Involvement Committee. The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and investment projects, before, during, and at the conclusion of these processes.

Policy enhances involvement in all phases of planning, including at the data collection stage, project scoping, the plan adoption process, and during adoption of implementation measures.

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 2.14 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 2.16 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 2.24 Early involvement. Improve opportunities for interested and affected

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community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

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

Policy 2.36 Process evaluation. Evaluate each community involvement process for planning or investment projects from both the City staff and participants' perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

Policies ensure people can communicate and give input to decision makers.

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

Policy 2.20 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.

Policies provide a mechanism for people to find out what happened to their comments.

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.

Policies require that technical information will be available in an understandable form.

Policy 2.11 Open Data. Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. The City works with the software development community, data providers, and other professionals with relevant expertise to advise on open data practices and priorities, ensure oversight, and to maximize the utility of City data sets.

Policy 2.29 Culturally-appropriate processes. Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

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

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and through technological advancements and other ways.

Statewide Planning Goal 2 Findings

Goal 2 has three parts: planning, exceptions and guidelines. Since the City is not taking a Part II exception to any Statewide Planning Goal, and since the Oregon Legislature has nullified the Part III requirement to demonstrate how the planning guidelines were used to achieve the goals [see: ORS 197.015(9), *Churchill v. Tillamook County*, 29 Or LUBA 68 (1995) and *People for Responsible Prosperity v. City of Warrenton*, 52 Or LUBA 181 (2006)], only Part I of Goal 2 applies to this ordinance.

Part I of Goal 2 requires Portland's Comprehensive Plan be coordinated with the plans of other governments. The plan has been developed with the assistance of two committees composed of government partners. The first is a Periodic Review Assistance Team composed of representative of Metro, TriMet and the following Oregon agencies: Business Development Department, Department of Agriculture, Department of Aviation, Department of Environmental Quality, Department of Fish and Wildlife, Department of Forestry, Department of Geology and Mineral Industries, Department of Human Services, Department of Land Conservation and Development, Department of Parks and Recreation, Department of State Lands, Department of Transportation, Department of Water Resources, Housing and Community Services Department, and the State Historic Preservation Office.

The second committee focusing more closely of transportation modeling, issue identification, and proposed solutions is composed of representatives from Metro, TriMet and the Oregon Department of Transportation.

The City of Portland planning staff have engaged in one-on-one discussions with their counterparts in adjoining cities about the location of Portland's Urban Services Boundary on the Recommended Comprehensive Plan Map and it's alignment with the service boundaries of the adjoining cities. The list of consulted cities includes Beaverton, Gresham, Happy Valley, Lake Oswego, Milwaukie, and Tigard. The Portland City Attorney with assistance from Beaverton's and Metro's attorneys prepared a Model Interagency Agreement to recognize any future adjustments that might be needed to adjoining service boundaries.

In addition to the above the City provided timely notices adoption of the City's Comprehensive Plan Map, Comprehensive Plan, and List of Significant Projects to Clackamas, Multnomah and Washington Counties, the Cities of Beaverton, Gresham, Happy Valley, Lake Oswego, Maywood Park, Milwaukie, and Tigard, Metro, TriMet, the Port of Portland, and the Special Districts Association of Oregon.

[Reserve for response to comments provided at City Council hearing.]

For the reasons stated above the City's Comprehensive Plan Map, Comprehensive Plan, and List of Significant Projects are sufficiently coordinated, within the Meaning of Goal 2, with the plans and programs of other governments.

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Part I of Goal 2 also requires Portland's Comprehensive Plan "... include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs." A sufficient factual base has been established and sufficient alternative courses of action have been considered in the adopted Comprehensive Plan support documents listed in the Task II and Task III parts of the "Expanded Summary of Periodic Review Progress to Date" above.

All applicable requirements of Goal 2 have been met.

Statewide Planning Goal 3 Findings

In 1991, as part of Ordinance No. 164517, the City Council took an exception to the agriculture and forestry goals in the manner described and authorized by state law and Goal 2. Since this ordinance does not change any of facts or analyses upon which the assumption is based, the exception is still valid and Goal 3 does not apply.

Statewide Planning Goal 4 Findings

In 1991, as part of Ordinance No. 164517, the City Council took an exception to the agriculture and forestry goals in the manner described and authorized by state law and Goal 2. Since this ordinance does not change any of facts or analyses upon which the assumption is based, the exception is still valid and Goal 4 does not apply.

Statewide Planning Goal 5 Findings

This ordinance does not advance the City's Goal 5 program. The City adopted a New Natural Resources Inventory (NRI) by Substitute Ordinance No. 185657, which was approved by LCDC Order No. 001850. This inventory identified the location, quantity and quality of various natural resources, and determined their significance in compliance with the initial steps of the Goal 5 process. The next steps in the Goal 5 process are to identify conflicting uses, examine the consequences of limiting conflicting uses versus conserving natural resources, make decisions to allow, limit or prohibit conflicting uses, and adopt a program to carry out any such decision. While there is an alternative analysis contained in the Growth Scenarios Report (Exhibit E), this is a Goal 2 analysis, not a Goal 5 analysis. This ordinance does not amend or repeal any existing Goal 5 program or any environmental overlay zone. Goal 5 does not apply to this ordinance because no new Goal 5 program is advanced by this ordinance and no existing Goal 5 program is changed by this ordinance.

It should be noted, however, Chapter 7 of the Comprehensive Plan contains Policies 7.19 through 7.22 that concern "Planning for Natural Resources" and 7.23 to 7.26 "Protecting Natural Resources." Since the policies will be applied in addition to, rather than instead of, similar requirements of Goal 5, and since none of these policies describe choices or decisions prohibited by Goal 5, there will be no conflicts between adopted City Comprehensive Plan policy and future application of Goal 5.

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Statewide Planning Goal 6 Findings

Goal 6 prohibits regulated discharges existing development from violating state or federal environmental quality standards. The goal also prohibits projected cumulative discharges from existing and expected development from “threatening” to violate environmental quality standards.

The Citywide Systems Plan (Exhibit G) “Regulatory Compliance” section describes city facility projects and operations that are regulated by state or federal permit. In summary all facilities comply with regulations or are on a permitted path to comply.

Appendix A of the Citywide Systems Plan (Exhibit G) contain the investments strategies adopted to meet present and future service demands. The following summary of Portland’s water investment strategy is provided is an example.

Water System Program	FY 2013-2018	FY 2018-2033
Supply	\$14,291,000	\$88,500,000
Transmission and Terminal Storage	\$191,170,000	\$242,000,000
Distribution	\$244,197,288	\$461,650,000
Treatment	\$2,500,000	\$150,000,000
Regulatory Compliance	\$25,504,000	\$30,000,000
Customer Service	\$3,057,000	\$53,700,000
Support	\$10,000,000	\$50,500,000
TOTAL	\$490,719,288	\$1,076,350,000

This level of system investment is designed to achieve 100% compliance with state and federal water quality regulations.

For the reasons stated above, and for other facts and reasons included and stated within the CSP, this ordinance meets all applicable requirements of Goal 6.

In addition, Policies 7.5 and 7.7 call for continued improvement in air and water quality. This ordinance meets all applicable requirements of Goal 6.

Statewide Planning Goal 7 Findings

Goal 7 requires the City to maintain a current inventory of natural hazards, to avoid development in areas where hazards cannot be mitigated, and to prohibit essential facilities, hazardous facilities, and major structures in areas where hazards cannot be mitigated.

The LCDC approved on May 23, 2014 by Order No. 001850, as part of City’s Task II Periodic Review submittal, a complete and current inventory of natural hazards. The Goal 7 hazard inventory requirement has been satisfied. This ordinance takes the next step by adopting a CSP (Exhibit G) that identifies essential facilities.

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Ordinance No. _____ adopted an Exhibit G, which is a new CSP. This identifies natural hazards, assesses the related threat and vulnerability to the city's facilities, and recommends mitigation strategies to address high risk assets. The CSP also identifies the following types of infrastructure as important to hazard preparedness, response, and recovery:

- **Essential facilities** are necessary for continuation of operations and include police and fire stations, City Hall, the 1900 Building, the City's Emergency Coordination Center, the 911 Call Center, and the Justice Center.
- **Critical facilities** and infrastructure include "systems and assets necessary to ensure continuity of security, safety, health and sanitation services, support the area's economy and/or maintain public confidence. Incapacitation or destruction of any of these systems or assets would have a debilitating impact on the area either directly, through interdependencies and/or through cascading effects." Critical infrastructure includes public services that have a direct impact on quality of life such as communication technology (phone lines or Internet access); vital services such as public water supply, sewage treatment; and transportation facilities, such as airports, heliports, highways, bridges, tunnels, roadbeds, overpasses, railways, bridges, rail yards, depots and waterways, harbors, and dry docks.
- **Lifelines** include utility systems (potable water, wastewater, oil, natural gas, electric power facilities, and communication systems) and transportation systems (airways, bridges, roads, tunnels, and waterways). Communications facilities are also important lifelines.
- **High Potential Loss Facilities** include facilities that would have a high loss (environmental, economic, or human life and safety) associated with their failure, such as nuclear power plants, levees, dams, and military installations. In Portland, City-owned high potential loss facilities include Portland Water Bureau reservoirs, such as those at Mount Tabor and Washington Park.

The CSP identifies investments that would improve the resiliency of the City's infrastructure to natural and other hazards. These include projects to reduce risks to essential and critical infrastructure; improve and restore the city's green infrastructure; enhance the seismic resilience of facilities; and provide redundant infrastructure for assets like water and sewage pump stations.

This Ordinance goes a step further in meeting Goal 7 by adopting Comprehensive Plan contains Policies 4.73 to 4.78 that address hazard resistant urban design and development, as well as planning for post-disaster recovery. This ordinance also adopts Comprehensive Plan Policy 7.1 that calls for the prevention of "development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks." The prohibitions called for by Goal 7 can only be achieved through land use regulations. Consideration of land use regulations is reserved to Task V of the City's Periodic Review work program.

This ordinance meets all requirements of Goal 7 applicable to Task IV of the City's Periodic Review work program.

Statewide Planning Goal 8 Findings

Goal 8 has two parts. The first part requires the City to plan for recreational facilities in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. These requirements have been met for the reasons stated in the Goal 8 findings for Ordinance No. _____.

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In addition the Comprehensive Plan contains the following policies that address future park needs:

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

Policy 3.39 Public places. Provide small parks or plazas within or near Neighborhood Centers to support their roles as places of local activity and gathering.

Policy 8.89 Acquisition, development, and maintenance. Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city's current and future population based on identified level-of-service standards and community needs.

Policy 8.90 Service equity. Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.

Policy 8.91 Capital programming. Maintain a long-range park capital improvement program that balances acquisition, development, and operations; provides a process and criteria for capital improvement project selection; and emphasizes creative and flexible financing strategies.

Policy 8.92 Park planning. Improve parks, recreational facilities, natural areas, and the urban forest in accordance with current master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input.

Policy 8.93 Recreational trails. Establish, improve, and maintain a complete and connected system of public recreational trails, consistent with Portland Parks & Recreation's trail strategy.

Policy 8.96 Recreational facilities. Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.

Policy 8.97 Special recreational facilities. Establish and manage specialized recreational facilities within the park system to respond to unique, identified public needs and to take advantage of land assets. Manage specialized recreational facilities to meet cost-recovery goals, including financially self-sufficient enterprise facilities (such as for golf and motorsports).

Policy 8.98 Public-private partnerships. Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

For the reasons stated above this Ordinance meets all applicable requirements of Goal 8.

Statewide Planning Goal 9 Findings

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.

As required by Task III of the City's periodic review work program, a revised Economic Opportunities Analysis (EOA) was adopted by Council with Ordinance_____ [the ordinance filed for a hearing at 2:00 PM on November 19, 2015]. Statewide Planning Goal 9 also requires the City to adopt an economic development strategy that identifies and preserves adequate amounts of long term and short term supplies of industrial land and preserves prime industrial land. Chapter 6 of the Comprehensive Plan (Exhibit B) comprises the required strategy, and the required particulars are noted where relevant below.

City identification of employment needs is conducted within the context of Metro's authority under ORS 195.025 and 195.036 to forecast and distribute employment needs to metropolitan area local governments. On November 29, 2012 the Metro Council adopted Ordinance No. 1292A that allocated jobs to Portland's for the forecast period 2010 to 2035. With Ordinance_____ [the ordinance filed for a hearing at 2:00 PM on November 19, 2015], the City defined its job need as 142,000.

In its EOA the City established ten "Employment Geographies" to fulfil the Goal 9 requirement to identify "site types." They are:

- Central City Commercial
- Central City Industrial
- Columbia East
- Harbor and Airport Districts
- Dispersed Employment
- Harbor Access Lands
- Institutional
- Gateway Regional Center
- Town Centers
- Neighborhood Centers and Corridors

Each geography has a different mix of employment sector and building types, as described beginning on page 9 of Volume 2/3 of the EOA. Some types of jobs are closely associated with a particular geography, while other jobs can be accommodated within several geographies. A map of these Employment Geographies is Figure 8 on page 12 of the EOA Volume 2/3. The regional forecast growth rates of employment sectors were applied to the existing mix of sectors in each local employment geography to estimate job growth by geography. Forecast job growth by geography was then translated to building area and developable land needs through the following steps. The mix of job types within each employment geography was used to calculate a related mix of six building types. An average square-foot-per-employee figure was estimated for each of the six building types in order to calculate forecast building area in each of the ten

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employment geographies. The average intensity of development in floor area ratios were then applied to forecast building areas to calculate land needs in acres. Lands needs for marine terminals, rail yards, and airports were estimated separately from transportation throughput forecasts rather than employment forecasts. The Employment BLI provides an available supply suitable for each employment geography, also expressed in acres.

The City has an expected Year 2035 aggregated (all geographies) employment land need of 2,910 acres. With the current Comprehensive Plan, there is a land supply of 3,240 acres. With the recommended Comprehensive Plan, there is an expected land supply of 4,195 acres. The following table, taken from Figure 27 of Volume 2/3 (page 36) and Figure 2 of Volume 4 (page 5) of the EOA, summarizes need and supply by geography and aggregate geography. As noted in the table, there is a land supply shortfall with the current Comp Plan in several geographies.

Employment Geography	2035 Land Need in Acres	Existing Comprehensive Plan		Recommended Comprehensive Plan	
		2035 Land Supply in Acres	Surplus or Deficit in Acres	2035 Land Supply in Acres	Surplus or Deficit in Acres
Central City Commercial	60	201	141	201	141
Central City Industrial	90	65	-25	188	98
Harbor & Airport Districts	1,013	774	-239	1,065	52
Harbor Access Lands	207	113	-94	169	-38
Columbia East	350	356	6	416	66
Dispersed Employment	130	121	-9	141	11
Gateway Regional Center	50	137	87	164	114
Town Centers	130	304	174	381	251
Neighborhood Centers and Corridors	510	863	353	947	437
Institutions	370	306	-64	522	152
Total	2,910	3,240		4,195	
Aggregate Geography					
Central City	150	266	116	390	240
Industrial	1,700	1365	-335	1,792	92
Neighborhood Commercial	690	1303	613	1,492	802
Institutions	370	306	-64	522	152
Total	2,910	3,240		4,195	

As noted in the above table, the EOA found that existing Comprehensive Plan has a deficit of land supply relative to forecast need, in five of the employment geographies: Central City Industrial, Harbor & Airport Districts, Harbor Access Lands, Dispersed Employment, and

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Institutions. The recommended Comprehensive Plan resolves all but one of these deficits. The strategies used will be described later in this finding.

Volume 4 of the EOA describes the strategies that will be used to resolve the identified land deficits:

- Central City Industrial Geography: Land use changes and a recommended expansion of the Employment Opportunity Subdistrict (EOS) will enable increased employment density, as described in Section 4 of the EOA, starting on page 11.
- Dispersed Employment Geography: Land use changes are recommended to increase the constrained effective capacity of this geography by 9 acres. This is described in Section 4 of the EOA, on page 24.
- Harbor & Airport Districts: Land use and policy changes and investments are recommended to increase the constrained effective capacity of this geography by 123 acres. This includes changes to enable conversion of several golf courses to employment land in the future, if the property owners choose. The City Council is persuaded by an examination of national market trends that Portland has an oversupply of golf courses given current and projected demand. Demographic trends indicate a future Portland population ever less inclined to select golf as a recreational activity. This is described in Section 4 of the EOA, starting on page 22. Policy 6.51, Golf course reuse and development, reflects this strategy.
- Institutions: Land use and policy changes are recommended to create a new zoning district for 15 of the largest colleges and hospitals in Portland. The result of this new approach increases the constrained effective capacity of this geography by 216 acres. This strategy is described in Section 4 of the EOA, starting on page 35. Policies 6.55 through 6.60 reflect this strategy.

In addition, several other strategies are recommended that would create more unconstrained capacity in the Harbor and Airport, Harbor Access, Columbia East and Dispersed Employment Geographies. The estimated impact of these strategies are summarized in Volume 4 of the EOA, in Figure 4, page 16.

- Brownfield cleanup rates: The plan recommends taking action to increase the percent of brownfields that are cleaned up by 2035, from 40% to 60%. This adds an estimated 124 acres to the land supply, across several geographies. The City Council is persuaded that this target is realistic, based on the estimated effects of employing recommended “best practice” incentives and tools described and analyzed in the *Portland Brownfield Redevelopment Assessment, Final Report*, December 18, 2012, and the three appendices to this report: A – *Inventory and Existing Conditions Analysis*, B- *Financial Analysis Report*, and C – *Public Benefit Report*, which are made part of this finding by this reference. Policy 6.14, Brownfield redevelopment, reflects this strategy.
- Intensification: The plan recommends freight transportation investment and regulatory policy to facilitate more intensive use of employment land on existing developed sites (job growth on existing developed sites). This strategy is described in Section 4 of the EOA, starting on

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page 20. Policy 3.6, Land efficiency, and Policies 9.30 through 9.35 reflect this strategy.

- Land Retention: The EOA also assumes a limited amount of employment land will be converted to other uses, as described in Volume 4 of the EOA, in Figure 4, page 16. This includes anticipation of additional protection of environmentally sensitive lands identified in the City's acknowledged Natural resources Inventory, for example. To ensure loss of industrial employment land is minimal, additional policy is recommended to strengthen the City's Industrial Sanctuary policies. This strategy is described in Section 4 of the EOA, starting on page 20. Specific policies within the recommended plan include Policy 6.13, Land supply, Policy 6.39, Prime industrial land retention, and Policy 6.40, Harbor access lands.

The above-described strategies resolve all of the land supply deficits identified, except in the Harbor Access Lands. The City has documented that many of the jobs within the Harbor Access Lands geography are not dependent on access to Portland Harbor. Portland has industries in the harbor that are not "water dependent" within the meaning of Goal 15 because they were established before state planning law required water-dependency as a requirement for harbor front location. Similarly many administrative and support jobs for water-dependent industries do not require a harbor front location. The City Council is persuaded significant numbers of non-water dependent industries and jobs can, by the Year 2035, migrate into other abutting employment geographies with land supply surpluses. It is also a reasonable assumption that the rate of migration will be sufficient to erase the 38 acre deficit. This can occur because many of the existing non-water dependent jobs located in the Harbor Access lands have site needs that can be met in the other more general employment geographies.

In summary, the Year 2035 Harbor Lands deficit will range from zero to 38 acres and the aggregate industrial lands surplus will range from 54 to 92 acres. Even if none of the expected shift occurs, 38 acres is only two percent of Year 2035 land need identified for all industrial land. In addition a 38 acre shortfall is not an observable fact, only a reasonable prediction drawn from highly technical calculations. The City's supply assumptions meet Goal 9 because for nine of the ten employment geographies, and all of the aggregate geographies have reasonably forecasted land surpluses. In one employment geography the forecasted deficit is minor and technical in nature, and thus approvable under Goal 9 under the standard of review described by ORS 197.633(3)(c) and ORS 197.747.

To the degree that any of the above-cited strategies have uncertainty the recommended plan includes a policy to update the Economic Opportunities Analysis and short-term land supply strategies every 5 to 7 years (Policy 6.19 Evaluate land needs).

For the reasons stated above, the reasons stated in the City's EOA and the reasons stated in the above referenced studies, the City has satisfactorily identified employment land needs and has adopted a strategy to meet the identified needs.

Statewide Planning Goal 10 Findings

Background

This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

Goal 10 contains the following five specific requirements:

- Identify future housing needs by amount, type, tenure and affordability.
- Maintain a Residential Buildable Lands Inventory (BLI) with sufficient land to meet identified needs
- Meet minimum density and housing mix requirements.
- Adopt plan policies to accommodate needed housing
- Adopt clear and objective standards for needed housing.

The City satisfactorily completed three requirements of Goal 10 with its Task II Periodic Review submittal adopted by Ordinance No. 185657 and as updated and revised by Ordinance No. _____. The first three parts of Goal 10 have been met for the reasons stated in the Goal 9 findings for Ordinance No. _____ [the ordinance filed for the hearing at 2:00 PM on November 19].

This ordinance addresses the third and fourth of these requirements by adopting a land use map and housing policies. The final requirement will apply to any implementing actions adopted in the future. The first three requirements were addressed in Ordinance _____ [the ordinance filed for the hearing at 2:00 PM on November 19].

Amount of Needed Housing

With Ordinance _____ [the ordinance filed for the hearing at 2:00 PM on November 19] the City described its 2010-2035 housing need as 123,000 units. Ordinance No. 185657 adopted a housing needs analysis, which provided more specific estimate of the types of households (by size and income) likely to be in Portland by 2035 (Exhibits B.2 – B.5 of Ordinance No. 185657). These reports provide additional facts supporting housing need by type, tenure and affordability.

Housing Capacity

With Ordinance No. 185657 the City adopted an inventory of vacant and underutilized land (Exhibit A.6 – A.9 of Ordinance No. 185657), and found that the City’s existing Comprehensive Plan could accommodate well over 132,000 new housing units by the Year 2035. LCDC acknowledged that inventory methodology and capacity finding in Order 001850. The acknowledged methodology was described in a report entitled *Buildable Lands Inventory – Summary of Future Development Capacity*, dated October 2012. Appendix A of that report, entitled *City of Portland Development Capacity Analysis development capacity analysis GIS model* contained more detailed description of the technical methods used.

The 2012 inventory calculated housing capacity by considering the degree of constraint present on each vacant or underutilized parcel. Five levels of constraint were considered: none, mild,

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medium, severe, and complete. The calculations assumed full residential capacity for land with no constraints, discounted capacity for land with mild and medium constraints, and assumed there was no residential capacity on land with severe and complete constraints. Appendix C, entitled *Buildable Lands Inventory: Constraint Maps and Model Assumptions*, contained maps of each of the land constraints factored into the land inventory and capacity estimates.

With Ordinance _____ [the ordinance filed for the hearing at 2:00 PM on November 19] Council adopted a revised BLI, accurate up to July 2015. Using this revised inventory of land, and the same GIS methods acknowledged with Order 001850 and summarized above, the City estimates that the existing Comprehensive Plan map has capacity for [reserved for latest calculations] additional units, as of mid-2015. Again using the same revised inventory of land, and the same methods acknowledged with Order 001850, the recommended Comprehensive Plan map has an estimated capacity of 254,000 additional units, still well beyond the estimated need.

The narrowest possible interpretation of the LCDC Metro Housing Rule, which involves giving little meaning to the word “generally” in OAR 660-007-0005 (3), would require residential capacity calculations to exclude land with any degree of constraint, rather than simply discounting capacity by the degree of constraint. The acknowledged capacity calculation method includes an assumption that land with mild and medium constraints is “suitable and available” for residential use at a diminished capacity, and land with severe and complete constraints has no capacity. The narrowest possible interpretation assumes that land with even a mild constraint has no residential capacity.

In an abundance of caution the City has also re-calculated the residential capacity of the recommended Comprehensive Plan Map, with zero capacity assigned to the following categories of constrained land:

- Publically-Owned Land, except for land owned by the Portland Development Commission and Housing Authority of Portland/Home Forward.
- All Comprehensive Plan Map Designations for, Open Space, Institutional Campus, Employment, and Industrial
- Privately-Owned Common Space
- Submerged and Submersible Land
- Floodways and Floodplains
- The Willamette River Greenway (sum of the greenway overlay zones)
- Slopes over 25%
- All regulated natural resource areas
- All identified Significant Natural Resources
- Rural Land
- All land within the “f” Future Urban overlay zone (rural land and other land that cannot be provided urban level services).
- National Historic Districts (all properties, not just contributing resources)
- Local Conservation Districts (all properties, not just contributing resources)
- Historical and Cultural Resources
- Significant Scenic Resources
- Flood, Slope, and Slide Hazards
- Wildfire Hazard

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- Brownfields
- Soil Infiltration Limited Areas

A map of the residential land that is not within any of the above-listed areas was included with the BLI adopted with Ordinance _____ [the ordinance filed for the hearing at 2:00 PM on November 19]. The residential housing capacity of this completely unconstrained area, with the recommended Comprehensive Plan Map, is approximately 199,000 units. This is less than the capacity estimated by the discounting method already acknowledged by LCDC, but still much more than the estimated need of 123,000 housing units. This map includes a City supply of residential land sufficient to meet the housing needs within the meaning of ORS 197.307(3), Goal 10 and OAR Chapter 660, Division 7.

Because supply greatly exceeds need, even when calculated by the narrower lower yielding method, City and LCDC findings of fact and conclusions of law for the previously acknowledged periodic review subtasks are still valid (Task II, Subtasks A-E).

Housing Type, Tenure and Affordability

In addition to total housing needs, state planning law requires Portland to identify housing by type, tenure and affordability. Goal 10 and the LCDC’s Metropolitan Housing Rule, OAR 660-007-0030(1), also require that at least 50% of the City’s remaining residential capacity be available for multi-family units.

To provide framework for this analysis the City calculated the potential supply of twelve different housing types, and compared that with the needs of the eight household types identified in the acknowledged housing needs analysis (Exhibits B.2 – B.5 of Ordinance No. 185657). The following table describes the eight household types used in this analysis (taken from Table 14 on page 49 of the *Growth Scenario Report*; based on data from Exhibit B.5 of Ordinance No. 185657).

Household Income	Group Number	Expected New Households by 2035
Less than \$15,000	1	24,540
\$15,000 to \$24,999	2	23,400
\$25,000 to \$34,999	3	22,095
\$35,000 to \$44,999	4	15,896
\$45,000 to \$59,999	5	8,391
\$60,000 to \$74,999	6	6,030
\$75,000 to \$99,999	7	12,227
More than \$100,000	8	9,697
Total New Households	All	122,276

The comparison of households and housing types is provided in the *Growth Scenarios Report* (Exhibit E, pages 46 – 53). At its simplest level, the analysis provides an understanding of the share of Portland’s capacity that is available for multi-dwelling development. The table below provides a summary of these conclusions. The table includes results from the 2012 BLI (based on the existing Comprehensive Plan), and the updated 2015 inventory. The 2015 inventory provided data for both the existing and recommended Comprehensive Plan. The final column

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shows the capacity if the narrower methodology described above, which assumes that land with even a mild constraint has no residential capacity.

Housing Capacity	Existing Comp. Plan (2012 BLI adopted w. Ord. No. 185657)	Existing Comp Plan (2015 BLI)	Recommended Comp Plan (2015 BLI)	Recommended Comp Plan (2015 BLI excluding all constrained land)
Single-dwelling	35,000 (15%)	29,000	29,000 (11%)	18,000 (9%)
Multi-dwelling	198,000 (85%)	181,000	225,000 (89%)	181,000 (91%)
Total	233,000	210,000	253,000	199,000

The table above shows that Portland’s existing Comprehensive Plan easily complies with Metropolitan Housing Rule, OAR 660-007-0030(1) because far more than 50% of the City’s remaining housing capacity is available for multi-dwelling development. The recommended Comprehensive Plan similarly meets the requirement, based on both the 2012 and 2015 inventory. This goal requirement is met.

Because Portland has far more capacity for residential development than the forecast growth (253,000 units for 123,000 households), the City developed a computer model to estimate where the needed 123,000 units would most likely be built, and what form they might take. This was done in order to better understand if expected housing production would meet identified needs (type, tenure, affordability), and also to evaluate the city’s performance on other metrics (transportation modelling, environmental impacts, etc).

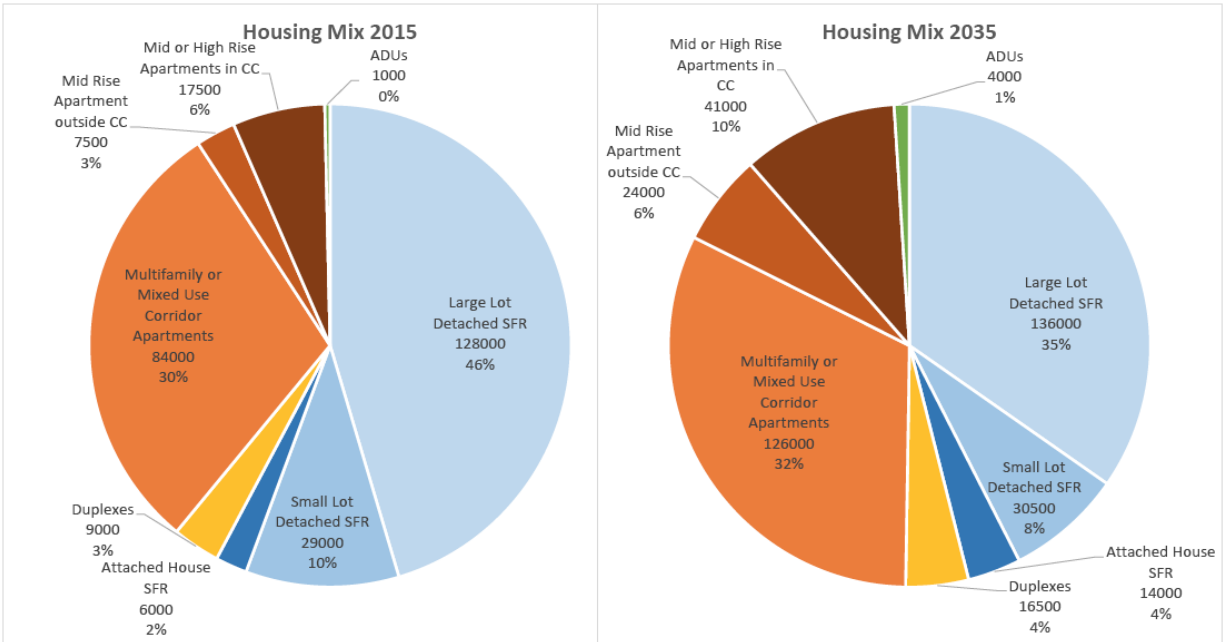
This “Housing Allocation” analysis was based on the inventory of vacant and underutilized land described above. This model creates a simulated housing allocation based on the type and density of housing allowed in each land use designation, past building permit trends, and several economic factors. The model identifies four types of single-dwelling units, seven types of multi-dwelling units, and accessory dwelling units. These types are listed in the table below and also described in the *Growth Scenario Report* (taken from Table 12 on page 47). Comprehensive Plan reports use the term “Allocation” to reference this model output, distinct from the term “Capacity.” The “Allocation” refers to the number of units that may be built in a particular area by 2035, while the “Capacity” refers to the full build out of vacant and underutilized land within the area.

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Housing Types	Type Code	New Housing Unit Allocation (2010-2035)	
		Existing Plan	Rec. Plan
Single Dwelling	SFR	25,000	26,000
Detached Single Family House	A	14,000	14,000
Small-Lot Detached Single Family House	B	3,000	3,000
Medium Density Building with Attached Single Family Units	C	5,000	5,000
High Density Building with Attached Single Family Units	D	3,000	4,000
Multi Dwelling	MFR	95,000	94,000
Duplex to Six-Unit Building	E	8,000	7,000
Four Story Corridor Apartment Building all Residential	F	16,000	14,000
Single Room Occupancy and Studio Apartment Building	G	9,000	13,000
Neighborhood Four Story, Mixed Use Building with Retail on Ground Floor	H	21,000	16,000
Mid-Rise, Small Unit, Apartment Building	I	19,000	18,000
Mid-Rise, Large Unit, Apartment Building	J	3,000	4,000
High-Rise Apartment Building	K	19,000	22,000
Accessory Dwelling Unit	ADU	3,000	3,000

The charts below illustrate how the housing mix is expected to change over the next 20 years, given the growth allocation described above. In 2015 about 40% of Portland housing units are multi-dwelling units. By 2035 that share is expected to increase, to about 53%. About 80% of new construction over the next 20 years is expected to be multi-dwelling units. This represents a continuation of established trends over the past 10 years. During the period between 2005 and 2014, only about 23% of new units in Portland were single dwelling units. As a result of these trends, and Portland’s land use plan, the 2035 housing mix is expected to be more diverse than it is today.

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Housing Types A through K, and ADUs, are allowed without restriction on type of tenure and without regard to government ownership, assistance or subsidy. Manufactured homes are recognized as components of Housing Types A and B (Detached Single Family House, and Small-Lot Detached Single Family House). Manufactured homes are allowed in all residential zones. Other housing types, such as floating homes, are also allowed in the City, but since these types have not been identified as “needed,” the City has no obligation under state land use law to maintain or increase a supply of sites for these types. In 1991, as part of Ordinance No. 164517, the City Council took an exception to the agriculture and forestry goals in the manner described and authorized by state law and Goal 2. As a result of the acknowledged exception, Portland does not have an obligation to identify farmworker housing as a particular category of need. Nevertheless, housing for farmworkers and their families is allowed in all single family and multi-family units.

The City evaluated affordability by identifying typical minimum costs for each defined housing type, and by comparing that minimum housing cost to the income levels that define a cost-burdened household. That evaluation is summarized in the Growth Scenarios Report (Table 16, page 52). Using this method, the City Concludes that all housing types (A-K and ADUs) are currently affordable for Household Group 8, while only Housing Type G (single room occupancies and small studio apartments) is potentially affordable for Household Group 1. While the City has an ample supply of land available and suitable for the amounts needed for all housing types, including Type G, the cost of land, materials and labor means that the market alone cannot provide the housing needed by very low income households.

State planning law requires that housing needs be analyzed and identified by affordability, and requires that land be made available in sufficient supply to accommodate the amount of affordable housing needed. Allowing for a robust supply of inherently more affordable housing types (small studio apartments, ADUs, small-lot single family, etc.) does not mean that these housing units will actually be affordable in practice. In a market economy, housing is allocated

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to the highest bidder. If supply is limited, the price of even the more affordable housing types can be bid up. In addition, new housing is typically more expensive than older housing. Not all new households will occupy new housing units. Higher income households will often occupy new housing units, leaving older units to lower income households. If housing supply is tight, the price of older housing units can also be bid up. In light of these market dynamics, the primary impact of a Comprehensive Plan on affordability will be the extent to which it allows for an adequate overall supply, and allows for a diverse mix of housing. The facts described above show that Portland's Recommended Comprehensive Plan does this.

Oregon state laws prohibit rent control, inclusionary zoning and real estate transfer fees. These are tools that cities in other states have used, with varying degrees of effectiveness, to create and maintain more permanent/protected (regulated) supplies of affordable housing. Affordability tools available to Portland are generally limited to zoning adequate supply, appropriating funds derived from tax revenue, deferring tax revenue, allocating state and federal grants, and awarding height or floor area ratio bonuses for buildings that otherwise would not include affordable units. This ordinance takes the first steps toward identifying housing needs, but doesn't propose specific solutions to overcoming the market dynamics that impact actual affordability. Potential policies and tools to create more regulated affordable housing are addressed below.

Specific Land Use Map and Policy Changes

The Comprehensive Plan Map easily exceeds the requirement that Portland meet density of ten units per net residential acre [add calculation].

Several specific land use changes have an impact on housing and capacity, housing choice, and affordability.

- The recommended Comprehensive Plan includes a number of down-designations, where allowed residential density is being reduced. This is occurring in remote locations where urban infrastructure is lacking (no sidewalks, unpaved streets, limited sewer and water access), and where provision of such infrastructure would be expensive (steep slopes, landslide hazard areas). These locations are primarily in low density areas (R7, R10, R20). These density reductions will not impact affordable housing opportunities because development of these areas would be inherently expensive. The impact on the overall housing supply is limited because these areas are constrained, and are therefore counted at a discounted rate in the BLI.
- The recommended Comprehensive Plan includes a number of down-designations in outer East Portland. Some multi-dwelling designations are being removed and replaced with single-dwelling designations. This is occurring primarily in areas that are not close to transit, and where there is limited sidewalk infrastructure. Because these areas are not well served by transit, new residents in these areas would likely have higher transportation costs. Limited down-designations in these locations will encourage multi-dwelling development to be built in more transit-accessible locations, with a positive impact on household budgets. There is more than enough multi-dwelling capacity elsewhere to compensate for this impact.

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- The recommended Comprehensive Plan includes a new set of mixed use map designations, to replace the City’s commercial designations. The new designations are based on the centers and corridor growth strategy described in the Urban Design Chapter of the plan (Chapter 3). This change re-affirms the City’s intent to provide a range of mixed use housing opportunities, especially in close-in locations. The plan recommends an “Urban Center” mixed use designation for all Town Centers and all other centers and corridors close to the Central City. The Urban Center designation allows for up to 5 story mixed use or residential development. This change is consistent with recommended Policy 5.21, New development in opportunity areas.

Goal 10 and Comprehensive Plan Housing Policy

Chapter 5 of the Comprehensive Plan comprises the City’s Goal 10 housing strategy. Several specific housing policies are discussed below, which address maintaining housing supply and capacity, increasing housing choice, and maintaining affordability.

Portland’s existing Comprehensive Plan includes the following “no-net loss” housing policy, which was imposed during a previous periodic review process because at that time housing supply was limited relative to demand.

Policy 4.2: Maintain Housing Potential Retain housing potential by requiring no net loss of land reserved for, or committed to, residential, or mixed-use. When considering requests for amendments to the Comprehensive Plan map, require that any loss of potential housing units be replaced.

This policy was driven by the fact that, at the time, there was very little evidence of successful urban infill housing, or higher-density mixed use development. As a result, most of Portland’s inventory of land available for housing consisted of large vacant single-dwelling or multi-dwelling land (“green-field” sites). The supply of large vacant sites was limited, as it still is today.

The market has changed dramatically since that time, however, with the vast majority of new residential development in Portland now occurring as infill or as part of medium- to high-density mixed use development. As a result, the current BLI includes much more land, and many smaller sites that would not have been considered developable 20 years ago. Accordingly, the City is proposing to remove the no-net loss policy, and replace it with a more targeted set of policies addressing capacity, regional share, and affordable housing.

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

Policy 5.2 Housing growth. Strive to capture at least 25 percent of the seven-county region’s residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).

Policy 5.3, Housing potential. Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.

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Other complementary policies provide an expanded emphasis on impact analysis related to housing affordability and fair housing, including:

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

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

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

Policy 5.15 Involuntary displacement. When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

Policy 5.29 Housing cost burden. Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.

Policy 5.35 Impact of regulations on affordability. Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.

Policy 5.36 Mobile home parks. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low-moderate housing option.

Several other policies emphasize housing choice in neighborhoods, and encouraging new forms of housing:

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

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creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

Policy 5.4 Housing types. Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single- dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.

Policy 5.38 Compact single-family options. Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

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

A number of policies aim to expand the implementation toolbox and create a larger pool of regulated affordable housing:

Policy 5.16 Land banking. Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

Policy 5.25 Regulated affordable housing target. Strive to produce at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.

Policy 5.34 Inclusionary housing. Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing.

These policies are aligned with the intent of Goal 10 because they promote maintaining housing supply and capacity, increasing housing choice, and maintaining affordability. They also direct address and further fair housing obligations.

A future ordinance, for periodic review Task V, will consider changes to zoning codes, and will meet Goal 10 and statutory requirements clear and objective standards for needed housing.

Goal 10 Conclusions

For the reasons stated above this ordinance meets all applicable requirements of Goal 10. The City complies with the single-dwelling to multi-dwelling capacity ratio requirement of Goal 10. The recommended Comprehensive Plan Map provides a City supply of residential land sufficient to meet identified housing needs within the meaning of ORS 197.307(3), Goal 10 and OAR

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Chapter 660, Division 7. The recommended Comprehensive Plan provides a wide range of allowed housing types, at a variety for allowed densities. As a result, the 2035 housing mix is expected to be more diverse than it is today. Recommended housing policies are consistent with Goal 10 because they address maintaining housing supply and capacity, increasing housing choice, and maintaining affordability.

Statewide Planning Goal 11 Findings

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.

Goal 11 requires several components for a public facilities plan. The City adopted the first requirement by Ordinance No. 185657:

- An inventory and general assessment of the condition of exiting public facility systems needed to support at least the existing land uses designated in the acknowledged comprehensive plan.

Goal 11 facility plan requirements adopted by Ordinance No. _____ included:

- A list of the significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan. Public facility project descriptions or specifications of these projects as necessary;
- Rough cost estimates of each public facility project;
- A map or written description of each public facility project's general location or service area;
- Policy statement(s) or urban growth management agreement identifying the provider of each public facility system.
- An estimate of when each facility project will be needed; and
- A discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system.

This ordinance adopts policy statements in addition to those adopted by Ordinance No. _____. Chapter 8 of the Comprehensive Plan contains 120 public facilities and service policies. The following policies directly address Goal 11 requirements.

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.

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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 8.6 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 8.17 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.

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For the reasons stated above, all applicable “policy statement” requirements of Goal 11 have been met by this ordinance.

Statewide Planning Goal 12 Findings

Goal 12, Background

Statewide Planning Goal 12, Transportation, 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. 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.

A key objective of Goal 12 is reduced reliance on single occupancy automobile use, particularly during the morning and afternoon commutes. To accomplish this, the Goal requires street connectivity and land use patterns, “that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs.” The Goal allows the recognition that some parts of the City, such as downtown, pedestrian districts, transit-oriented developments and other mixed-use, pedestrian-friendly centers, are highly convenient for a variety of modes, including walking, bicycling and transit, while others parts of the City are be more auto-oriented. Nevertheless, the objective for the City as a whole, is to “avoid principal reliance upon any one mode of transportation.”

The City’s TSP must be based on an inventory of local, regional and state transportation needs; consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian; and consider the different consequences that would result from utilizing differing combinations of transportation modes. The City’s TSP must also contain measures to minimize adverse the adverse impacts of transportation, conserve energy, and meet the needs of individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability. Goal 12 requires the City’s TSP to be coordinated with the *Oregon Highway Plan* and Metro’s *Regional Transportation Plan*. Parts, but not all of the City’s TSP, have to be adopted as part of the *Comprehensive Plan*.

Goal 12, Modelling and Consideration of Alternatives

With the *Growth Scenarios Report*, the City evaluated the existing Comprehensive Plan, the recommended Comprehensive Plan, and several other alternative growth patterns. A number of evaluation criteria were used, consistent with the requirements of the periodic review work plan (Task III). Among these evaluation criteria were several transportation-related measures:

- Access to frequent transit
- Access to low-stress bikeways
- Vehicle miles traveled (VMT)
- Commute mode share (drive alone, carpool, transit, bike, walk, etc.)
- Greenhouse gas/carbon emissions

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Vehicle volume to capacity ratios were also calculated to evaluate compliance with the ODOT Highway Plan.

To perform this analysis, the City coordinated with Metro to run the Regional Transportation Model. The City is using the adopted 2035 Financially Constrained RTP project list (adopted 2010, based on the City's 2007 TSP), the adopted 2012 Metro Urban Growth Report jobs and housing allocation for 2035, and the City's existing adopted Comprehensive Plan Map as a baseline for this modelling exercise. The performance of other subsequent model results was compared with this baseline outcome. The model was run three times, with the following parameters.

The first run measured the impact of staff-proposed land use changes, while holding transportation system constant. The parameters of this model run where:

- Land use per the proposed Comprehensive Plan
- Transportation Network based on existing adopted (2010) RTP (same as baseline).
- City of Portland preferred jobs and housing allocation for 2035 from BPS, based on Portland's emerging Proposed Draft CP map and goals, tied to Citywide 2012 Metro control totals.

The second run added the staff-proposed TSP project list, to measure the impact of project list changes. The parameters of this model run where:

- Land use per the proposed Comprehensive Plan
- New proposed (constrained) TSP Project List from PBOT
- Several City-requested transit route/frequency changes in East Portland
- City of Portland preferred jobs and housing allocation for 2035 from BPS, based on Portland's emerging proposed Comprehensive Plan map and goals, tied to Citywide 2012 Metro control totals.

The third run had the same parameters as the second, but using the updated land use and project recommendations from the Planning and Sustainability Commission. The parameters of this model run where:

- Land use per the recommended Comprehensive Plan
- New recommended (constrained) TSP Project List
- Several City-requested transit route/frequency changes in East Portland
- City of Portland preferred jobs and housing allocation for 2035 from BPS, based on Portland's recommended land use map and goals, tied to Citywide 2012 Metro control totals.

The City coordinated this modelling exercise with Metro, ODOT, and Trimet, through a series of quarterly work sessions, from late 2013 through 2015. The conclusions of this analysis is summarized below.

Access to frequent transit: The City estimated the percentage of households that will be within ¼ mile of frequent transit routes in 2035 (generally those with 20 minute headways or better). The existing Comprehensive Plan and transit system will increase this percentage by 6%, from 47% to 53%. Several other land use scenarios resulted in increases from 6% to 8%. The

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recommended Comprehensive Plan increases this percentage by 14%, to 62%. The proposed addition of north/south frequent transit on 122nd Avenue contributed the most to increasing access to frequent transit by filling in transit gap areas in East Portland. This analysis is found on pages 58 and 59 of the *Growth Scenario Report*.

Access to low-stress bikeways: The City estimated the percentage of households that will be within ¼ mile of “low-stress” bikeways in 2035 (generally those bikeways with low vehicle traffic or more protected bike facilities). The existing Comprehensive Plan and transit system will increase this percentage by 6%, from 56% to 62%. Several other land use scenarios resulted in increases from 5% to 7%. The recommended Comprehensive Plan increases this percentage by 16%, to 72%. The bike projects in the recommended TSP project list provides a 16 percent increase over the 2010 benchmark. While, low-stress bike projects in the TSP are located across Portland, the biggest increase in performance is from the emphasis on expanding the network in East Portland, along with St. Johns and parts of Northeast Portland. This analysis is found on pages 60 and 61 of the *Growth Scenario Report*.

Vehicle miles traveled (VMT): VMT is reported as a total number of miles per weekday. With the current Comprehensive Plan, model results suggested that by 2035 total daily VMT increases by 25 to 30 percent, but not as fast as the household or employment growth rates (33 and 43 percent, respectively). The result is a 2% reduction in VMT per capita by 2035. The City’s Climate Action Plan set a target of reducing 2030 per capita daily vehicle miles traveled by 30 percent from 2008 levels. Other land use scenarios studied did not have significantly different results. The recommended Comprehensive Plan performs significantly better and shows a 3% reduction in total VMT from 2010 to 2035. This translates to a 27% reduction in per capita VMT. Several factors contribute to this performance gain:

- Additional transit improvements in East Portland, connecting that population to jobs in the Columbia Corridor.
- Extensive investment in bike and pedestrian safety improvements in outer East Portland.
- Land use plans that shift more growth in the Central City and nearby corridors than was the case in the existing Comprehensive Plan.
- Additional policy emphasis on parking management and Transportation Demand Management (TDM) requirements – particularly with campus institutions, large employers, and new residential development. The second and third model runs included additional post-modelling technical analysis to quantify the impact of this policy, which is not fully factored into the regional model.
- A more balanced household to employment ratio in Portland that generates shorter trip distances.
- A post-recession shift of development from the suburbs to more compact urban areas in Portland. The 2014 and 2015 modelling uses more up-to-date data on actual 2010-2014 population changes, rather than using earlier plan projections. As a result, there are fewer trips from suburban locations than anticipated in the baseline.

Commute mode share: In 2010 about 80% of all trips were taken in an automobile (including both single occupancy and carpooling). With the current Comprehensive Plan, model results suggested that by 2035 this percentage could drop to 77%. Other land use scenarios resulted in shifts of 1% to 5% from the 2010 percentage. The recommended Comprehensive Plan performs

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significantly better and reduces the percentage of all trips were taken in an automobile to 64%. This change is driven by the same factors that contribute to VMT reduction described above. Single occupancy vehicle mode share declines 26%, while bicycle mode share increases by 10% and walking by 5%. This analysis is found on page 63 and 64 of the *Growth Scenario Report*.

The Portland Plan set an aggressive objective that 70% of commuters use transit or active transportation (biking, walking), carpool, or work from home. This modelling analysis includes all types of trips, so it is not directly comparable to the model result. The modelling, however, suggests that the recommended plan is moving this metric in the right direction.

Greenhouse gas/carbon emissions: Portland and Multnomah County have achieved considerable success in limiting the growth of greenhouse gas or carbon emissions. Land use and transportation policies have resulted in almost no increase in emissions from transportation since 1990, despite a population increase of more than 25 percent. Overall, the Climate Action Plan (CAP) set the goal of an 80 percent reduction of all types of carbon emissions from 1990 levels by 2050. While the CAP identified strategies to reduce emissions from a wide range of sectors, the growth scenarios influence the carbon emissions related to transportation and residential buildings. The transportation portion of this reduction is directly related to the VMT measure describe above.

In 2010, transportation-related carbon emissions amounted to 2,231,000 metric tons/year. Improvements in vehicle fuel efficiency standards across all vehicle classes, a reduction of the carbon content of fuels, and regional land use plans result in a projected reduction in transportation-related carbon emissions to 1,149,000 metric tons/year, even with the existing Comprehensive Plan. Given the VMT measures described above, the recommended plan would further reduce emissions to 934,000 metric tons/year. This analysis is found on page 65 of the *Growth Scenario Report*.

Goal 12, List of Significant Projects

The recommended List of Significant Transportation Projects includes a twenty-year list of Major Projects, Citywide Programs, Refinement Plans and financial projections. *The package includes:*

- Major projects: 284 major projects (those generally over \$500,000 estimated cost) that the City might be able to build with twenty years of reasonably aggressive revenues, including new local, state, and regional funding, and a list of major projects that could be funded under a more aggressive revenue assumption.
- Other agency projects: This is the list of 75 major transportation projects proposed to be led and primarily funded by agencies other than the City of Portland, such as ODOT, the Port of Portland, Multnomah County, or TriMet. The source for most of these projects is the Regional Transportation Plan (RTP), adopted in 2014.
- Flexible programs: 10 citywide programs for smaller projects (those generally under \$500,000 estimated cost), including projects from the City's 2030 Bike Plan and Pedestrian Master Plan. Programs have been allocated \$310 million within the financially constrained plan.

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- Refinement plans: Updates from the 2007 refinement plan list, plus studies added by the PSC, and an ODOT “hot spots” refinement plan list. Additional refinement plans and studies will be recommended in the next round of TSP updates in fall 2015.
- Financial plan: A new Finance chapter for the TSP, including “constrained” (reasonably aggressive) and “unconstrained” (more aggressive) revenue forecasts. Twenty-year revenue projections range from \$0.8 billion (existing revenue only) to \$2.1 billion (extensive new revenue). The financially constrained list is based on a mid-range revenue estimate of \$1.3 billion, which includes some new revenue. The major project list and recommended programs add up to \$1.6 billion, and the \$1.3 billion financially-constrained list is a subset of that list.

The spending distribution of all projects by mode, including those funded by others, is shown below. As is evident from this chart, projects funded by other (federal, state, Port, railroads, etc.) are heavily concentrated in freeway, transit and freight categories. One project, the Columbia River Crossing, dominates the spending by others. This project is likely to be reviewed by regional decision-makers in the 2018 update of the TSP, but remains in the local TSP for the sake of maintaining conformance with the RTP. Several high capacity transit improvements also involve considerable expense by others. Portland’s spending is concentrated on multimodal corridor projects, and pedestrian/bicycle improvements.

Constrained investments (20-year) by mode and agency

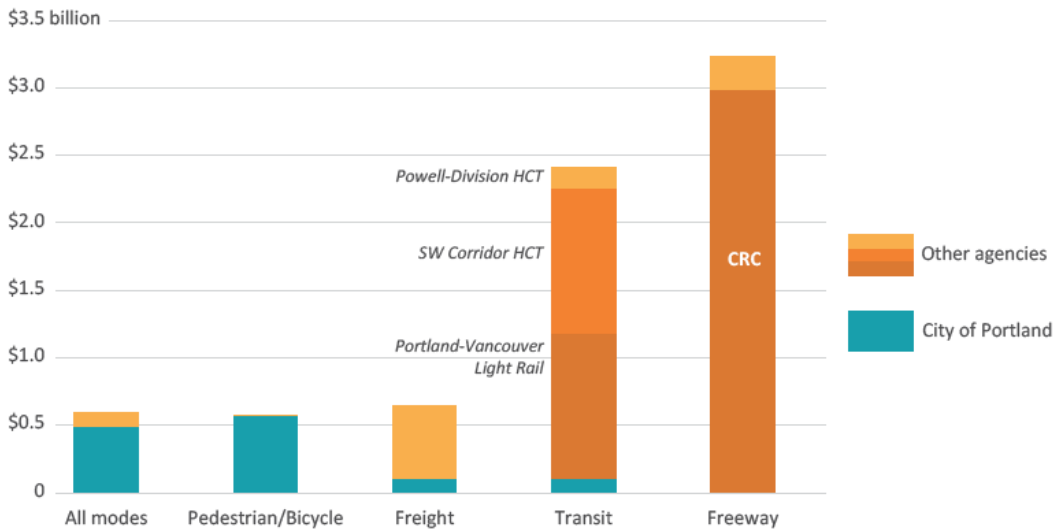


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The 10 flexible programs noted above are listed in the table below.

Program Category	Amount (\$ millions)
Safe routes to schools	\$71.5
High crash corridors	\$67.1
Pedestrian network	\$42.2
Alternative street design	\$38
Bikeway network	\$24
Neighborhood greenways	\$19.5
Transportation demand management	\$19.5
Transit priority	\$9.5
Freight priority	\$9.5
Transportation system management	\$9.5
TOTAL	\$310.3

Consistent with Goal 12, both the major project list and program list emphasize actions that reduce reliance on single occupant automobile use, and increases alternative modes of transportation. Freight spending is primarily aimed at complementing the economic development policies, and making investments to allow more intensive use of a limited industrial land supply.

Goal 12. Transportation Policies

Chapters 3, 8 and 9 of the recommended Comprehensive Plan contain more than 100 policies, which together, call for the development of a TSP that will meet or exceed the requirements of Goal 12. Several policies that specifically advance the intent of Goal 12 are described below. These policies encourage a more walkable city, establish multimodal service standards, encourage a well-connected network of streets, reduce reliance on single occupant automobile use, increase the use of other modes of transportation, and expand the use transportation demand management tools.

Chapter 3

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

Policy 3.37 Housing. Provide for a wide range of housing types in Neighborhood Centers, which are intended to generally be larger in scale than the surrounding residential areas, but smaller than Town Centers. There should be sufficient zoning within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.

Policy 3.44 Active transportation. Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the

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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.

Policy 3.46 Connections. Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.

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

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

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

Policy 3.63 Multiple benefits. Design City Greenways that provide multiple benefits that contribute to Portland's pedestrian, bicycle, green infrastructure, and parks and open space systems.

Chapter 8

Policy 8.37 Interconnected network. Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.

Policy 8.38 Transportation function. Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the designated street classification.

Policy 8.48 Right-of-way vacations. Maintain rights-of-way if there is an established existing or future need for them, such as for transportation facilities or for other public functions established in Policies 8.38 to 8.41.

Policy 8.50 Public trails. Establish, improve, and maintain a citywide system of public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.

Chapter 9

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.

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Policy 9.10 Land use and transportation coordination. Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

Policy 9.16 Pedestrian transportation. Encourage walking as the most attractive mode of transportation for most short trips, within and to centers, corridors, and major destinations, and as a means for accessing transit.

Policy 9.19 Bicycle transportation. Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

Policy 9.22 Public transportation. Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.

Policy 9.37 Automobile transportation. Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and negative impacts of private automobiles on the environment and human health.

Policy 9.46 Connectivity. Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7.

Policy 9.48 Performance measures. Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.

Policy 9.53 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 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.

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Policy 9.57 Off-street parking. Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand.

Goal 12, Land Use Patterns and Transportation

As described above, and in the *Growth Scenarios Report*, the City examined several different possible growth patterns. The recommended Comprehensive Plan is a “centers and corridors” pattern, with a heavy emphasis on continued growth in and around the Central City. The recommended Comprehensive Plan can allow Portland to accommodate about 30,000 additional households within the Central City, and another 20,000 households in the other close-in centers, corridors and multifamily neighborhoods within walking distance of the Central City (referred to as the “Inner Ring” in policy). Significant growth capacity is also maintained adjacent to other major transit nodes and corridors, such as in Hollywood, Lents, Gateway, and along Interstate Avenue.

The recommended land use plan and policies describe a collection of Neighborhood and Town Centers, with specific growth objectives within ½ mile of those locations (Policies 3.33 and 3.37). These centers are located throughout the city, so that 80% of Portland households can be within a 10-minute walk of one of these centers by 2035.

With a strong central city and spatially distributed centers and corridors, the recommended land use pattern encourages shorter trips, makes it more convenient for people to walk, bicycle, use transit; and allows people to drive less to meet their daily needs.

Goal 12, Coordination with ODOT, Metro, and Trimet

Statewide Planning Goal 2 requires Portland’s Comprehensive be coordinated with the Oregon Highway Plan and the Regional Transportation Plan. The Transportation Planning Rule requires the City to prepare the TSP in coordination with Metro and the Oregon Department of Transportation. The City developed the new Comprehensive Plan Map in cooperation with these two agencies, and Trimet. Specific coordination included:

- Metro Regional Transportation Model: The City employed Metro’s regional travel model to assess transportation impacts of different spatial distributions of future jobs and housing resulting from continued utilization of the existing plan map and the new map (details described above).
- Trimet Service Enhancement Plans (aka The Future of Transit): The City has participated in Trimet’s current work to update its long term service plans. This Trimet planning process has been occurring contemporaneously with the Portland’s periodic review work plan. Trimet’s current proposals reflect City input, including input from the City’s Planning and Sustainability Commission (in a work session on March 10, 2015). In particular, the City and Trimet have jointly recommended several service improvements in outer East Portland, on 122nd, 142, and 162nd Avenues. These improvements are planned intended with sidewalk and related safety improvements on these streets, in the recommended TSP project list.

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The City has also signed a joint Letter of Intent (signed September 1, 2015) outlining future transit service related work plans. Due to the capital improvement focus of public facilities planning, Comprehensive Plans typically focus on physical transit improvements, like light rail improvements, sidewalks, or shelters, rather than on levels of bus service. This letter of intent reflects the fact that Portland's land use pattern is dependent on the stability and future expansion of Trimet's bus service. The letter outlines the intent to develop future service agreements or MOUs that tie bus service future improvements to land use benchmarks and City progress on supportive facilities like sidewalk or safety improvements that improve access to transit.

- RTP Project List: The City and Metro have coordinated to ensure general consistency of the local TSP project list with the most recent adopted Regional Transportation System. The recommended TSP project list generally includes all projects that are part of the regional plan (including those identified by the Port, ODOT and Trimet) projects. There are several differences, however. Differences include:
 - The City's TSP (constrained project list) does not currently include additional streetcar projects, but it does include further studies related to the streetcar concept plan
 - The City's TSP project list does not include projects that are in the RTP related to the annexation of West Hayden Island. The City has not proposed annexation of that site within the 20-year planning horizon.
 - There are a variety of minor technical differences, in project descriptions and cost estimates.

The coordination requirement in Goal 12 does not require the two lists to match exactly at every moment, because coordination is inherently iterative, and the time horizons for the TSP and RTP are not the same. The City intends propose amendments to the RTP in 2018 to resolve these differences.

- Oregon Highway Plan Policy 1.F Mobility Targets: The City has worked closely with ODOT to evaluate the impact of the TSP and Comprehensive Plan on the state highway system. ODOT has participated as a technical advisor during the modelling process described above, and during the development of policies and project lists. Several staff work sessions occurred to identify locations of concern, based on transportation modelling results. Specific findings related to the Oregon Highway Plan are below.
- Central City MMA: ODOT and City staff have developed a draft agreement to implement a Mixed Use Multimodal Transportation Area (MMA) within the Central City, consistent with provisions in the Oregon Highway Plan. This agreement has not yet been adopted, but the recommended Comprehensive Plan includes draft policy reflecting this intent (Policy 9.50 Central City Mixed Use Multimodal Transportation Area (MMA)).

Goal 12, Oregon Highway Plan

Policy 1F of the *Oregon Highway Plan*, as amended on December 21, 2011, establishes mobility targets based volume to capacity, "v/c," ratios. These targets are "performance standards" within the meaning of Statewide Planning Goal 12, OAR 660-015-0000 (12), and the Transportation Planning Rule, OAR 660-012. The Policy 1F mobility targets only apply to highways that are

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part of the state system. It is the policy of the State of Oregon to use highway mobility standards to maintain acceptable and reliable levels of mobility on the state highway system. These standards identify state highway mobility performance expectations for planning and plan implementation, provide a means to evaluate the impacts on state highways of amendments to transportation plans pursuant to the Transportation Planning Rule (OAR 660-12-060).

The volume to capacity ratios in Table 7 of Policy 1.F apply to all state highway sections located within the Portland metropolitan area urban growth boundary. Table 7 generally specifies 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 on some routes, including:

- Within the Central City, Gateway, Town Centers, Main Streets, and Station Communities.
- Banfield Freeway (from I-5 to I-205)
- I-5 North (from Marquam Bridge to Interstate Bridge)
- Highway 99E (from Lincoln Street to Highway 224 Interchange)
- Sunset Highway (from I-405 to Sylvan Interchange)
- Stadium Freeway (from I-5 South to I-5 North)

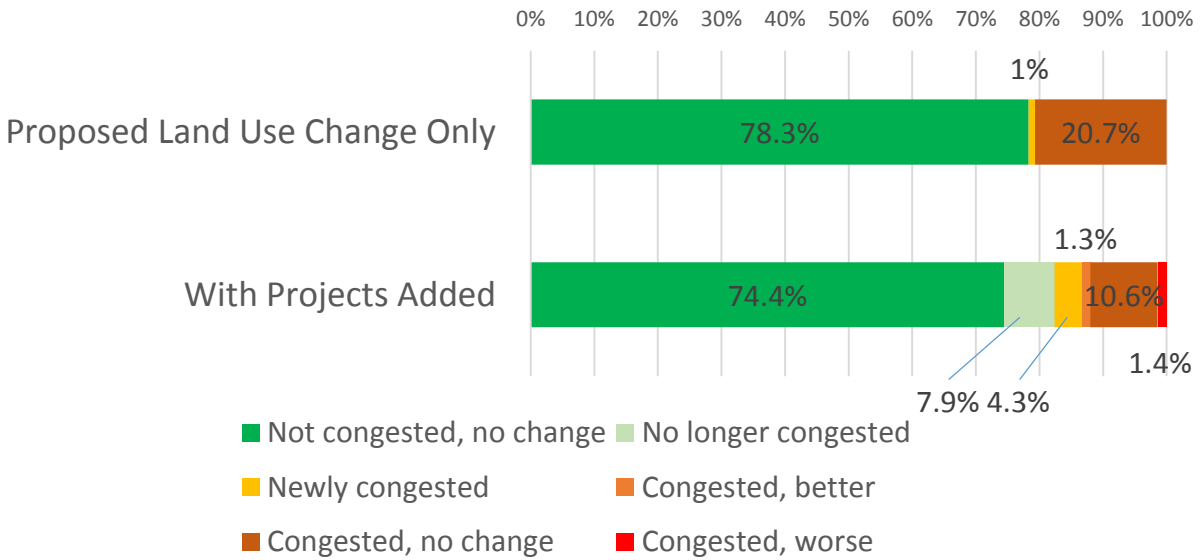
Where it would be infeasible to meet these standards in this policy, adopting alternate highway mobility is possible in some circumstances.

In order to understand impacts to the state system, the City coordinated review of transportation model results with ODOT. From these model results, impacts to state highway volume to capacity ratios was examined. Information was generated about the freeway system generally, as well as other state highways. ODOT staff reviewed model results with the City, as did Metro and Trimet staff. ODOT provided specific input related to locations of concern within the state system. Locations of concern are locations on the state system that ODOT is monitoring to determine if future improvements or other changes are needed.

As noted earlier, the first model run measured the impact of staff-proposed land use changes, while holding the transportation system constant. The second run added the staff-proposed TSP project list, to measure the impact of project list changes in isolation. The charts below were developed to understand the impact of proposed land use changes. The first chart shows impacts to the freeway system, the second shows impacts on ODOT locations of concern. The data from the first model run indicates that the 99% of freeway land miles have similar levels of congestion with both the baseline and the proposed plan (considering proposed land use changes only, without the proposed project list).

The conclusion reached from this initial data is that mobility problems were not attributable to changes in Portland's Comprehensive Plan Map, but were caused by increased population growth and the use of state highway segments within Portland for regional, exurban and intra-regional trips. These congestion problems noted are present in the baseline conditions expected in 2035, with or without proposed land use changes in Portland.

Traffic Changes on Freeways within the City (Proposed Comprehensive Plan relative to the baseline 2035 condition)



Traffic Changes at ODOT Locations of Concern (Proposed Comprehensive Plan relative to the baseline 2035 condition)

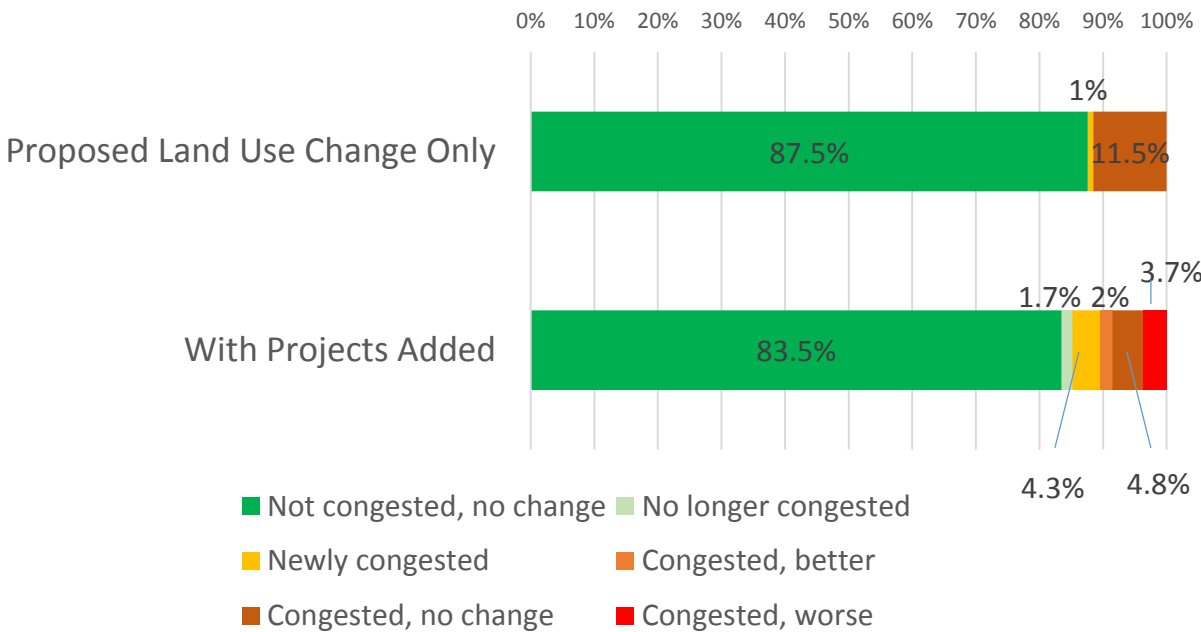


EXHIBIT A Further Findings of Fact

The proposed land use changes did not resolve anticipated 2035 congestion. That said, Goal 12 contains no requirement to scale back the land use patterns “that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs” in order to make room for more traffic originating outside the City. In other words the transportation system is supposed to support a livable city - nothing in Goal 12, the other Goals, the RTP or the OHP plan requires Portland to become a less livable place so that people living outside the City may drive though the City move conveniently. Accordingly, changes to the new Comprehensive Plan Map were not identified as needed solutions to noted problems. The appropriate identified solutions were Comprehensive Plan policy, transportation improvement projects, and further refinement planning.

Another part of the solution are the transportation projects and programs identified in July 14, 2015 Transportation System Plan Update. The list contains 284 projects, each costing more than \$500,000, that the City could build within twenty years based on reasonable “financially constrained” revenue assumptions. These projects and programs are also identified as partial solutions to alleviating identified mobility problems on the state system. Data from the second model run, which measured the impact of proposed projects, shows a slight improvement, shifting 7.9% of freeway lane miles from congested to no longer congested. In other non-freeway locations, the proposed projects appear to have shifted 4.3% of ODOT locations of concern from not congested to congested. To the extent mobility concerns are not fully addressed by plan policy, projects or programs, or combinations of any two or all three of these solutions, the forthcoming TSP will include “refinement plans” designed to produce the necessary solutions.

The third run had the same parameters as the second, but using the updated land use and project recommendations from the Planning and Sustainability Commission.

[Insert third model run results when available]

Goal 12, Remaining Periodic Review Tasks

To date the City has completed the following elements of the TSP and Transportation Element of the Comprehensive Plan:

- Infrastructure conditions assessment
- Analysis of alternatives
- Transportation Goals and Policies
- Updated financial plan
- List of significant projects

Several elements have not yet been completed. These are listed below. The City is requesting clarifications to the periodic review work plan to specify that these will be completed as part of Task V.

- Updates to master street plans
- Street classification policies and maps
- Additional mode-specific objectives
- More detailed performance measures and specific mode split targets. This may include consideration of changes to V/C and LOS, and potential adoption of new multimodal measures, such as system completeness

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- Enhanced Transportation Demand Management (TDM) program details

Goal 12, Conclusions

For the reasons stated above the City has met the relevant requirements of Goal 12 and the TPR, necessary to adopt new land use map and policies, and to lay groundwork for the complete TSP update. These include:

- Recognition, acceptance and accommodation the forecast and distribution issued by Metro under ORS 195.036.
- A new Comprehensive Plan Map meeting the requirements of Goal 14, carrying out and enhancing the spatial development pattern established by the Region 2040 Growth Concept, and furthering land use patterns “that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs” within the meaning of Goal 12 and the TPR.
- Comprehensive Plan Policy, consistent with Goal 12, and sufficient to guide the completion of the TSP.
- An adequate list of transportation projects and programs, consistent with the plan policy.

The TSP will be completed as part of Task V of the City’s Periodic Review Work Program.

Statewide Planning Goal 13 Findings

Goal 13 requires that any spatial changes to future patterns of allowed land uses must conserve energy.

For the facts and reasons stated above in the finding for Goal 12 above, and the findings for Goal 13 in Ordinance _____, this ordinance meets the requirements of Goal 13.

Statewide Planning Goal 14 Findings

Statewide Planning Goal 14, Urbanization, has several purposes; these include:

- Providing orderly and efficient transitions from rural to urban land uses.
- Accommodating urban population and urban employment inside urban growth boundaries.
- Ensuring efficient use of land.
- Providing for livable communities

Goal 14 and its administrative rule assign most of these functions to Metro rather than the City. The City’s role is limited to accepting the share of regional household and employment growth allocated by Metro, and demonstrating that this growth can be accommodated in an orderly and efficient manner that preserves and enhances livability. The template for this desired development pattern is the “Region 2040 Growth Concept,” which is carried out by Metro’s *Urban Growth Management Functional Plan*. The growth concept emphasizes development within designated centers and corridors.

For the facts and reasons stated above in the finding for Goal 12 above, and the findings for Goals 2, 9 and 10 in Ordinance _____, this ordinance meets the requirements of Goal 14.

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The Goal 2 analysis performed for the *Growth Scenarios Report* (Exhibit E) provides substantial evidence that the spatial development pattern of urban jobs and housing allowed by the new Comprehensive Plan Map is compatible with the Region 2040 Growth Concept, ensures efficient use of urban land through infill and redevelopment opportunities, and will provide for more complete and livable communities.

For the facts and reasons stated above, this ordinance meets the requirements of Goal 14.

Statewide Planning Goal 15 Findings

This ordinance does not adopt an inventory of greenway resources or uses, nor adopt land use regulations that allow intensification of uses within the greenway. For these reasons, most of Goal 15 does not apply to this ordinance.

The only part of Goal 15 that applies to this ordinance concerns the Willamette River Greenway boundary. Goal 15 requires that this boundary be depicted on the Comprehensive Plan Map. Since the City is adopting a new Comprehensive Plan Map it must “re-depict,” in exactly the same place, the boundary on the repealed map on the new map. Because this has been done, this ordinance meets all applicable requirements of Goal 15.

Statewide Planning Goal 16 Findings

Because Portland is not within Oregon’s coastal zone, Goal 16 does not apply to this ordinance.

Statewide Planning Goal 17 Findings

Because Portland is not within Oregon’s coastal zone, Goal 17 does not apply to this ordinance.

Statewide Planning Goal 18 Findings

Because Portland is not within Oregon’s coastal zone, Goal 18 does not apply to this ordinance.

Statewide Planning Goal 19 Findings

Because Portland is not within Oregon’s coastal zone, Goal 19 does not apply to this ordinance.

Statutory Findings

In addition to the requirements of the Statewide Planning Goals and the LCDC’s administrative rules state law imposes additional planning requirements.

Oregon Revised Statutes (ORS) 197.303 to 197.307 defines “needed housing” and prohibits local governments from adopting plans and regulations that limit housing choices. These statutory requirements are met for the reasons stated in the findings for Goal 10 for Ordinance No.

_____.

ORS 197.712 requires cities to adopt comprehensive plans that:

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- Include an analysis of the community's economic patterns, potentialities, strengths and deficiencies as they relate to state and national trends.
- Provide for at least an adequate supply of sites of suitable sizes, types, locations and service levels for industrial and commercial uses consistent with plan policies.

These requirements have been met for the facts and reasons stated in the findings for Goal 9 in Ordinance No. _____.

ORS 197.712 also requires cities to adopt comprehensive plans that:

- Contain policies concerning the economic development opportunities in the community.
- Provide for compatible uses on or near sites zoned for specific industrial and commercial uses.

Policy requirements have been met for the facts and reasons stated in the findings for Goal 9 above, land use regulations requiring compatibility will be part of the City's Periodic Review Task V submittal.

ORS 197.712 requires cities to adopt comprehensive plans that:

- Are supported by a public facility plan that contains rough cost estimates for needed sewer, water and transportation projects.

This has been accomplished for water, sewer and drainage projects, but not yet for transportation projects, for the facts and reasons stated in the findings for Goal 11 in Ordinance No. _____, and the findings for Goal 9 in this Ordinance.

Metro Coordination Findings

Within the Portland Metropolitan area, Metro has the authority and obligation under ORS 195.025 and ORS 195.036 to coordinate the comprehensive plans of the City, 25 other incorporated municipalities, and the unincorporated urban portions of three counties with one another. Metro accomplishes this in three ways:

- Adopting a 20- year population forecast for the entire metropolitan region
- Allocating 20-year housing and job need numbers to each of the 29 jurisdictions
- Requiring each city and county comprehensive plan to meet the allocated 20-year housing and job need numbers.

When all 29 governments change their comprehensive plans to meet their Metro allocations, the 29 plans will be sufficiently coordinated with one another within the meaning of ORS 195.036 and Statewide Planning Goal 2.

The Metro Council adopted a new regional forecast by Ordinance No. 12-1292A on November 29, 2012, and by this ordinance the City recognizes and accepts this forecast of jobs and housing through the Year 2035. For this reason, and for the facts and reasons included in the findings for Goals 2, 9, 10 and 14 in Ordinance No. _____ the City is in full accord with Metro's authorities and obligations under ORS 195.025 and ORS 195.036.

Metro Urban Growth Management Functional Plan Findings

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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 regional plan. Metro adopted its *Urban Growth Management Functional Plan* under this authority.

In its 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 stated that Portland had achieved compliance with Title 13.

Most of the *Urban Growth Management Functional Plan* requirements concern zones and land use regulations. This ordinance only adopts a comprehensive plan map, plan policies and a project list. The zones and land use regulations that that Metro has deemed to comply with *Urban Growth Management Functional Plan* are not repealed or amended by this ordinance and continue in effect. That said a few provision of the *Urban Growth Management Functional Plan* address plan designations, and for other provisions it is simply prudent to examine plan map designations and plan policy to determine whether any provision of the new plan would prevent future zones and regulations needed to conform to the *Urban Growth Management Functional Plan*.

Title 1, *Urban Growth Management Functional Plan* Findings

Title 1 address housing capacity, both the capacity of the city as a whole, and capacities of the individual Region 2040 design type within the City.

The findings for Goal 10 above and in Ordinance _____ demonstrate that the new Comprehensive Plan Map has more housing capacity than the map it replaces. Title 1 requires a more detailed analysis of whether, based on minimum density requirements in zoning regulations, housing has been reduced in the Central City, the Gateway Regional Center, town centers, corridors, station communities or main streets.

The new Comprehensive Plan Map controls what zoning is allowed in these mixed use areas, but does not change zoning or set any minimum densities. Plan map designations control the maximum allowed density and the City’s Goal 10 findings have relayed on expected utilization of these designations (a calculated capacity very similar to a MetroScope housing distribution to a traffic analysis zone) by the Year 2035. Also, most of Portland’s new housing development is occurring in commercial and mixed-use zones, zones that have no minimum residential density requirements. Clearly, Title 1 as most recently amended is intended to apply to zone and land use regulation changes not Comprehensive Plan Map changes alone.

That said, since zoned density cannot be greater than planned density, it would be prudent to examine the calculated capacities in the areas addressed by Title 1.

2040 Design Type	Existing Plan Capacity	New Plan Capacity	Change
Central City			
Gateway Regional center			

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Town Centers			
Corridors			
Station Communities			
Main Streets			
TOTAL			

[Table cells reserved for Goal 10 Calculations by 2040 design type]

From the changes described in the table above adoption of the new Comprehensive Plan Map would reduce the amount of housing to be built in any of the design types, or require adoption of future zoning that would. Title 1 probably does not apply to this ordinance, but if it does, all applicable Title 1 requirements have been met.

Title 2, Urban Growth Management Functional Plan Findings

Title 2 addressed parking policy, but was repealed when similar provisions were added to the RTP. The former Title 2 does not apply to this ordinance.

Title 3, Urban Growth Management Functional Plan Findings

TITLE 3: WATER QUALITY and FLOOD MANAGEMENT

Title 3 addresses water quality and flood management. The City has adopted overlay zones and land use regulations that, in the June 2011 update to its 2010 compliance report, Metro found sufficient to comply with Title 3. This ordinance does not change any of these overlays or regulations, nor does it adopt policy which would require such changes. Title 3 does not apply to this ordinance.

Title 4, Urban Growth Management Functional Plan Findings

TITLE 4: INDUSTRIAL AND OTHER EMPLOYMENT AREAS

Title 4 addresses industrial and employment areas.

[Reserved for comparison of Metro Title 4 Map and Portland Comprehensive Plan Map industrial and employment designations]

Title 5, Urban Growth Management Functional Plan Findings

Title 5 addressed neighbor cities and rural reserves, but was repealed. The former Title 5 does not apply to this ordinance.

Title 6, Urban Growth Management Functional Plan Findings

Title 6 address the particular region 2040 design types: centers, corridors, station communities and main streets. These are depicted on the new Comprehensive Plan map as required by Title 6. In some cases the City has depicted more centers, or more extensive centers, than required by

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Title 6, and in other cases the extent centers of main streets and corridors is less on the plan map than the Title 6 map. There also some differences is terms. What the City depicts as a “neighborhood center” would be a “main street” within Title 6, and “civic corridor” would be a “corridor” within Title 6. Notwithstanding slight differences in extent and terminology, [This finding would benefit from a map displaying Metro and Portland Design extents.] the new Comprehensive Plan Map provides more opportunities to live and work in mixed use areas than the map it replaces. This ordinance substantially complies with Title 6.

Title 7, *Urban Growth Management Functional Plan Findings*

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. Since this ordinance adopts a plan for the period 2015 to 2035, Tile 7 does not apply. That said the new Comprehensive Plan adopts affordable housing production goals that greatly exceed those adopted by the outdated Title 7.

Title 8, *Urban Growth Management Functional Plan Findings*

Title 8 addresses compliance procedures. This Title requires the City to notify Metro of pending land use decisions by providing Metro a copy of the 35-Day notice required by the DLCDD for proposed completion of a periodic review task. This notice was provided to Metro. Title 8 also requires the City to provide findings of compliance with the *Urban Growth Management Functional Plan*. The findings in this ordinance were also provided to Metro. All applicable requirements of Title 8 have been met.

Title 9, *Urban Growth Management Functional Plan Findings*

Title 9 addressed performance measures, but was repealed. The former Title 9 does not apply to this ordinance.

Title 10, *Urban Growth Management Functional Plan Findings*

Title contains definitions. Whenever the City had a question about a term in the *Urban Growth Management Functional Plan*, the definition in Title 10 was applied. When the Comprehensive Plan adopted by this ordinance uses a term found in Title 10 either the term has the same meaning found in Title 10, or the difference is explained in these ordinance findings. All applicable requirements of Title 10 requirements have been met.

Title 11, *Urban Growth Management Functional Plan Findings*

Title 11 addresses planning for new urban areas. Since no areas added to the urban growth boundary or designated as urban reserves have been assigned to Portland by Metro for planning, Title 11 does not apply to this ordinance.

Title 12, *Urban Growth Management Functional Plan Findings*

Title 12 addresses protection of residential neighborhoods. This title largely restricts Metro’s authority to plan and regulate, but does allow City designation of “neighborhood centers.” The

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City has not exercised the option to designate neighborhood centers within the meaning of Title 12, but has employed the same term with a different meaning. The areas designated as a neighborhood center on the new Comprehensive Plan map are functionally equivalent to a main street designation within Title 6. Since, the City has not employed any of the optional provisions of Title 12, title 12 does not apply to this ordinance.

Title 13, *Urban Growth Management Functional Plan Findings*

Title 13 addresses nature in neighborhoods. The City adopted a New Natural Resources Inventory by Ordinance No. 185657, and this inventory was approved as a completed Periodic Review Task by LCDC Order 001850. On January 16, 2013 the City received a letter from Metro stated that Portland, upon adoption of this inventory, had also achieved compliance with Title 13.

The LCDC and Metro approved inventory identified the location, quantity and quality of various natural resources, and determined their significance – including identification of significant fish and wildlife habitat areas and riparian areas regulated by Title 13. In addition to the previously approved inventory, this ordinance adopts Comprehensive Plan Policies 7.19 through 7.22 that concern “Planning for Natural Resources” and Policies 7.23 to 7.26 that concern “Protecting Natural Resources” both sets of policies are fully compatible with regulations needed to carry out Title 13.

As noted in the findings for Title 14, West Hayden Island is a Habitat Conservation Area within the meaning of Title 13. Title 13 requires, “The City of Portland shall develop a District Plan that complies with Metro Code Section 3.07.1330(B)(4)(a), in cooperation with the Port of Portland, that applies to West Hayden Island.” The City prepared such a plan, with Port participation, but when the Port objected to its adoption it was withdrawn from Council consideration. Metro Code 3.07.1330(B)(4)(a) allows the adoption of a plan that either complies with Metro Code Section 3.07.1330(B)(1) or Metro Code Section 3.07.1330(B)(2). On January 16, 2013 the City received a letter from Metro stated that Portland had also achieved compliance with Title 13 by adoption of an inventory maps that “substantially comply with the Metro Habitat Conservation Areas Map” as required by the Section 3.07.1330(B)(2) option. These maps are also adopted as official comprehensive plan supporting documents for the Comprehensive Plan adopted by this ordinance.

Because this ordinance leaves, in place and unchanged, land use regulations and inventories previously determined to comply with Title 13, and because no provision on the maps or policies adopted by this ordinance requires changes to these inventories and land use regulations, all applicable requirements of Title 13 have been met.

Title 14, *Urban Growth Management Functional Plan Findings*

Title 14 addresses the regional urban growth boundary. Since this ordinance does not require, nor initiate, a boundary change, title 14 does not apply.

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Summary, *Urban Growth Management Functional Plan Findings*

The Metro Title 10 definition of comply or compliance means “substantial” rather than absolute compliance. "Substantial compliance" means city and county comprehensive plans and implementing ordinances, on the whole, conforms 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.

In 2010 the Metro Council adopted Section 8 of Ordinance No. 10-1244B, which repealed the performance measures in the functional plan, but compliance “standards” exist within other functional plan titles. There is one arguable failure in this ordinance, the City did not apply a Title 4 compatible industrial designation to West Hayden Island. However, Title 13 of the same functional plan requires West Hayden Island to be managed as a Habitat Conservation Area. There is internal conflict in the functional plan, so any failure of the City to advance conflicting objects (one can only advance Title 4 purposes at the expense of Title 13 purposes, and vice versa) can be categorized as a “technical” in nature.

For the facts and reasons stated above this ordinance substantially complies with all *Urban Growth Management Functional Plan* requirements applicable to Task IV of Portland’s periodic review work program.

Metro Regional Transportation Plan Findings

Because the City has yet to adopt a Transportation System Plan, the RTP does not apply to this ordinance. A TSP will be adopted as part of the City’s Task V, Periodic Review submittal.

Portland *Comprehensive Plan Findings*

Ordinances that amend comprehensive plans have to comply with policies that are not being amended. Since this ordinance repeals and replaces all existing policy, no part of the existing comprehensive plan applies to this ordinance.

Portland City Code

Under Chapter 33.740 of the City code, the update of the *Comprehensive Plan*’s factual base is a legislative project assigned to the PSC for a public hearing and recommendation and to the City Council for a public hearing and decision. These city code requirements have been met as demonstrated by the public meeting notices, agendas, testimony and minutes. While these materials are not attached to this ordinance, they were filed with the Council Clerk and became part of the record before the City Council when this ordinance was adopted. Appendix D the CIC report accepted as Exhibit B of Ordinance N0. _____ contains a two-page list of all PSC hearings, briefings and work sessions from April 12, 2012 to July 14, 2015. The requirement of the City Code most applicable to this ordinance is, that before the City Council considers a recommendation of the PSC, individuals and organizations identified by the code must be mailed 14 days advanced notice of the City Council hearing. The hearing date for this ordinance was November 19, 2015. To test the timely receipt of these notices the City mails a notice to itself.

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That test notice was received before October 13, 2015. The 14-day code requirement has been met. The City also mailed 28,000 Measure 56 notices to potentially affected property owners. All City Code requirements have been met.

Conclusion of Law

For the reasons stated in the findings above this ordinance fulfills, with the noted exceptions for the TSP, all requirements of City's state-mandated periodic review order for Tasks I and IV.
[This Exhibit A will be substituted to respond to testimony received by City Council]