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## URBAN DEVELOPMENT

### GOAL:

- 2 Maintain Portland's role as the major regional employment, population and cultural center through public policies that encourage expanded opportunity for housing and jobs, while retaining the character of established residential neighborhoods and business centers.**

### POLICIES & OBJECTIVES:

#### 2.1 Population Growth

Allow for population growth within the existing city boundary by providing land use opportunities that will accommodate the projected increase in city households by the year 2000.

#### 2.2 Urban Diversity

Promote a range of living environments and employment opportunities for Portland residents in order to attract and retain a stable and diversified population.

#### 2.3 Annexation <sup>1</sup>

Phase the annexation program of the City to allow for the incorporation of urban and urbanizable land in a manner that is consistent with the Comprehensive Plan and the Urban Growth Boundary as administered by the Metropolitan Service District, provides smooth transition in urban services, establishes logical city boundaries and promotes coordinated capital improvements programming. Annex land within the Urban Services Boundary in accordance with this Policy and Policy 11.1. Annexations outside the Urban Services Boundary will not be accepted.

#### 2.4 Urban Lands

The City shall encourage as regional policy that urban and urbanizable areas in the Portland metropolitan area shall be in an incorporated city.

#### 2.5 Future Urban Areas <sup>2</sup>

Do not extend urban services to areas within the Urban Services Boundary which are designated future urban areas. Provide exceptions only to correct declared health hazards and violations of pollution control laws.

#### Objectives:

##### A. Future Urban Areas

Designate, as future urban areas, (1) all areas beyond the Urban Growth Boundary, and (2) areas within the Urban Growth Boundary for which the extension of services would not be cost effective or would not be environmentally acceptable as determined by a detailed facility study.

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<sup>1</sup> Amended by Ordinance No. 155002, August 1983

<sup>2</sup> Amended by Ordinance No. 163770, January 1991

**B. Replacement Areas**

Identify areas which could replace areas designated pursuant to (A) (2) above, and cooperate with the Metropolitan Service District and interested city and county governments to include these areas within the Urban Service Boundary.

**2.6 Open Space**

Provide opportunities for recreation and visual relief by preserving Portland's parks, golf courses, trails, parkways and cemeteries. Establish a loop trail that encircles the city, and promote the recreational use of the city's rivers, creeks, lakes and sloughs.

**2.7 Willamette River Greenway Plan**

Implement the Willamette River Greenway Plan which preserves a strong working river while promoting recreation, commercial and residential waterfront development along the Willamette south of the Broadway Bridge.

**2.8 Forest Lands**

Limit density in areas with forested lands consistent with the City's land use policies and the Urban Growth Boundary.

**2.9 Residential Neighborhoods**

Allow for a range of housing types to accommodate increased population growth while improving and protecting the city's residential neighborhoods.

**2.10 Downtown Portland**

Reinforce the downtown's position as the principal commercial, service, cultural and high density housing center in the city and the region. Maintain the downtown as the city's principal retail center through implementation of the Downtown Plan.

**2.11 Commercial Centers**

Expand the role of major established commercial centers which are well served by transit. Strengthen these centers with retail, office, service and labor-intensive industrial activities which are compatible with the surrounding area. Encourage the retention of existing medium and high density apartment zoning adjacent to these centers.

**2.12 Transit Corridors <sup>3</sup>**

Provide a mixture of activities along major transit routes Major Transit Priority Streets, Transit Access Streets, and Main Streets to support the use of transit. Encourage development of commercial uses and allow labor-intensive industrial activities which are compatible with the surrounding area. Increase residential densities on residentially-zoned lands within one-quarter mile of existing and planned transit routes to transit-supportive levels. Require development along transit routes to relate to the transit line and pedestrians and to provide on-site pedestrian connections.

**2.13 Auto-Oriented Commercial Development <sup>4</sup>**

Allow auto-oriented commercial development to locate on streets designated as Major City Traffic Streets by the Transportation Element. Also allow neighborhood level auto-oriented commercial development to locate on District Collector Streets or Neighborhood Collector Streets near neighborhood areas where allowed densities will not support development oriented to transit or pedestrians. Where neighborhood commercial uses are located on designated transit streets, support

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<sup>3</sup> Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

<sup>4</sup> Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

pedestrian movement and the use of transit by locating buildings and their entrances conveniently to transit users, pedestrians, and bicyclists and providing on-site pedestrian circulation to adjacent streets and development.

#### **2.14 Industrial Sanctuaries**

Provide industrial sanctuaries. Encourage the growth of industrial activities in the city by preserving industrial land primarily for manufacturing purposes.

#### **2.15 Living Closer to Work <sup>5</sup>**

Locate greater residential densities near major employment centers, including Metro-designated regional and town centers, to reduce vehicle miles traveled per capita and maintain air quality. Locate affordable housing close to employment centers. Encourage home-based work where the nature of the work is not disruptive to the neighborhood.

#### **2.16 Strip Development**

Discourage the development of new strip commercial areas and focus future activity in such areas to create a more clustered pattern of commercial development.

#### **2.17 Transit Stations and Transit Centers <sup>6 7</sup>**

Encourage transit-oriented development patterns at transit stations and at transit centers to provide for easy access to transit service. Establish minimum residential densities on residentially-zoned lands within one-half mile of transit stations and one-quarter mile of transit centers that support the use of transit. The design and mix of land uses surrounding transit stations and transit centers should emphasize a pedestrian- and bicycle-oriented environment and support transit use.

#### **2.18 Transit-Supportive Density <sup>8</sup>**

Through the community planning process, establish average minimum residential densities of 15 units per acre within one-quarter mile of existing and planned transit streets, Main Streets, town centers, and transit centers. Establish average minimum residential densities of 25 units per acre within one-half mile of light rail stations and regional centers. Establish minimum floor area ratios for non-residential development at light rail centers of 0.5:1. Where these densities are not realistic or desirable due to existing, well-established development patterns or environmental constraints, use other methods to increase densities such as encouraging infill through accessory units in single-family zones or increased density on long-vacant lots.

#### **2.19 Infill and Redevelopment <sup>9</sup>**

Encourage infill and redevelopment as a way to implement the Livable City growth principles and accommodate expected increases in population and employment. Encourage infill and redevelopment in the Central City, at transit stations, along Main Streets, and as neighborhood infill in existing residential, commercial and industrial areas.

#### **2.20 Utilization of Vacant Land**

Provide for full utilization of existing vacant land except in those areas designated as open space.

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<sup>5</sup> Amended by Ordinance No. 170136, May 1996

<sup>6</sup> Amended by Ordinance No. 170136, May 1996;

<sup>7</sup> Amended by Ordinance No. 177028, October 2002

<sup>8</sup> Added by Ordinance No. 170136, May 1996

<sup>9</sup> Added by Ordinance No. 170136, May 1996

**2.21 Existing Housing Stock**

Provide for full utilization of larger single-family homes with conditions that preserve the character of the neighborhood and prevent speculation.

**2.22 Mixed Use**

Continue a mechanism that will allow for the continuation and enhancement of areas of mixed use character where such areas act as buffers and where opportunities exist for creation of nodes or centers of mixed commercial, light industrial and apartment development.

**2.23 Buffering <sup>10</sup>**

When residential zoned lands are changed to commercial, employment, or industrial zones, ensure that impacts from nonresidential uses on residential areas are mitigated through the use of buffering and access limitations. Where R-zoned lands have a C, E, or I designation, and the designation includes a future Buffer overlay zone, zone changes will be granted only for the purpose of expanding the site of an abutting nonresidential use.

**2.24 Terwilliger Parkway Corridor Plan <sup>11</sup>**

Preserve and enhance the scenic character of the Terwilliger Parkway, Terwilliger Boulevard and Terwilliger Trail by implementing the Terwilliger Parkway Corridor Plan and the Terwilliger Parkway Design Review Guidelines.

**2.25 Central City Plan <sup>12</sup>**

Encourage continued investment within Portland's Central City while enhancing its attractiveness for work, recreation and living. Through the implementation of the Central City Plan, coordinate development, provide aid and protection to Portland's citizens, and enhance the Central City's special natural, cultural and aesthetic features.

**2.26 Albina Community Plan <sup>13</sup>**

Promote the economic vitality, historic character and livability of inner north and inner northeast Portland by including the Albina Community Plan as a part of this Comprehensive Plan.

**2.27 Outer Southeast Community Plan <sup>14</sup>**

Promote the economic vitality, diverse residential character, environmental quality, and livability of Outer Southeast Portland by including the Outer Southeast Community Plan as a part of this Comprehensive Plan.

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<sup>10</sup> Amended by Ordinance No. 163608, November 1990

<sup>11</sup> Added by Ordinance No. 155244, October 1983

<sup>12</sup> Added by Ordinance No. 160606, March 1988; see Central City Plan (1988) for complete text of Central City Plan Vision, Goal, Policies and Further Statements

<sup>13</sup> Added by Ordinance No. 166786, July 1993; Readopted by Ordinance No. 167054, September 30, 1993

<sup>14</sup> Added by Ordinance No. 169763, January 1996