



THE BUREAU OF  
**PLANNING &  
SUSTAINABILITY**

**DATE:** March 24, 2025  
**TO:** Portland Planning Commission  
**RE:** Portland-Gresham USB Amendments Project Report  
**FROM:** Kiel Jenkins, Planner II

## Project Summary

Urban Service Boundaries (USBs) help facilitate coordination of urban services within the Metro Urban Growth Boundary in unincorporated areas between the municipal limits of two cities. The City of Portland provides urban services, including sewer and water services, to properties within its USB unless otherwise provided by a neighboring jurisdiction via a signed intergovernmental agreement. USBs also act as the boundary line for long-range planning responsibilities, meaning that City of Portland Comprehensive Plan designations are applied to all properties located within the Portland USB.

The proposed amendment package was prompted by the presence of inconsistencies between the City of Portland and City of Gresham USBs. The identified inconsistencies take three forms:

1. Gaps between the two USBs. Where gaps exist, neither city has long-range planning responsibility for the area within the gaps, meaning that there is no direction regarding future service provision or annexation requirements should the affected properties eventually submit an annexation petition or need to receive urban services. Removing the gaps by aligning the two USBs allows the cities of Portland and Gresham to coordinate long-range planning responsibilities with Multnomah County, clarifying which city's Comprehensive Plan guides future development and service provision in the area.
2. Overlap between the two USBs. Where areas of USB overlap exist, both cities could be deemed responsible for service provision and future annexation direction, creating confusion. Removing areas of overlap clarifies which city's Comprehensive Plan guides future development and service provision in the area.



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3. Topological mapping errors. Where topological errors exist, the USBs are often not properly aligned with parcel lines or street rights-of-way. Fixing topological mapping errors ensures there are no unintended gaps or areas of overlap between USBs.

Addressing these inconsistencies via the proposed amendments means that the City of Portland USB will be shifted such that areas previously within Portland's USB will now be located within Gresham's. These properties will no longer be eligible for annexation into the City of Portland. Accordingly, the proposed amendments include changes to the City of Portland USB, Comprehensive Plan Map, Zone Map, and the Pleasant Valley Plan District to reflect the transfer of long-range planning responsibilities from Portland to Gresham

The proposed City of Portland amendments are the first step in a process that will include a separate but coordinated suite of amendments to the City of Gresham USB, City of Gresham Comprehensive Plan Map, and Multnomah County Zoning Map to be undertaken by those entities.

The City of Portland portion of the Portland-Gresham USB Amendments Project has two components:

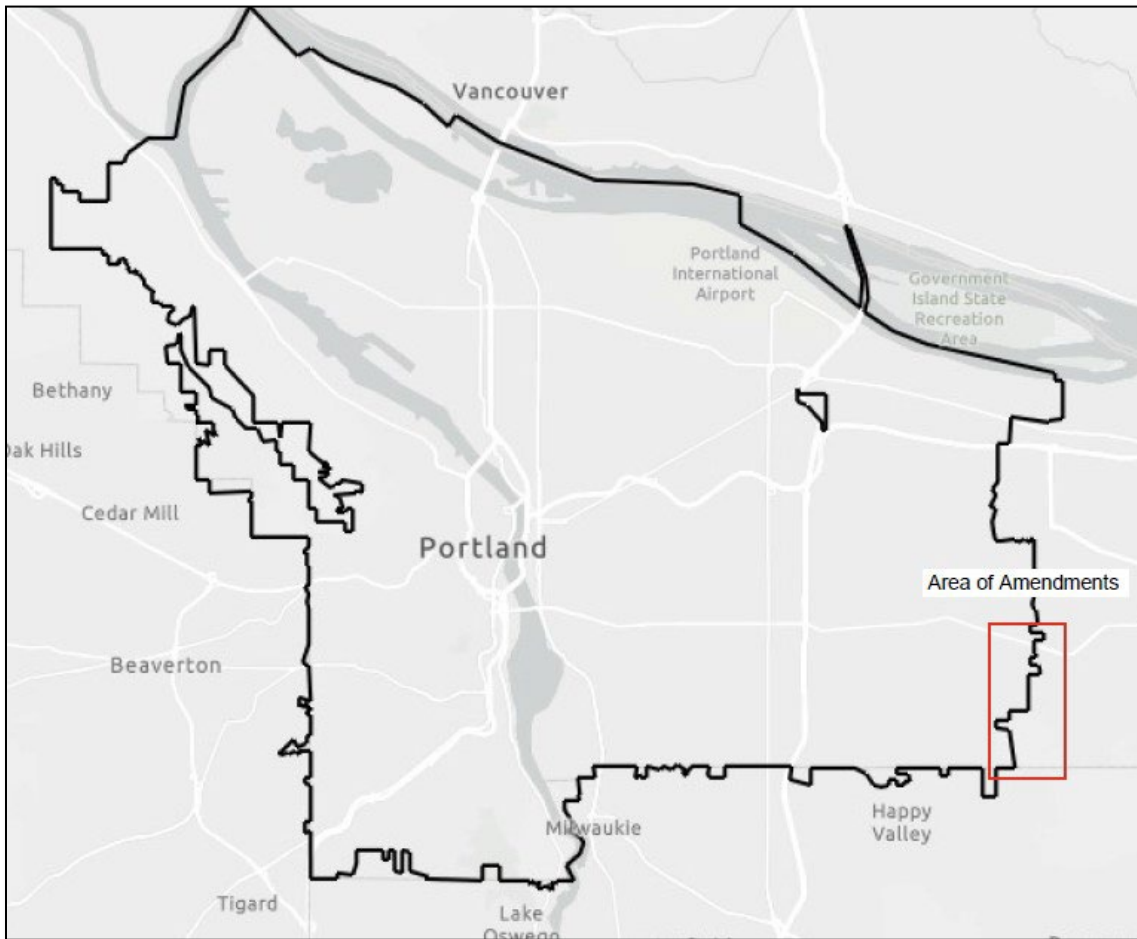
1. Adjustment of the Urban Service Boundary in four locations shown in Section I below.
2. Removal of City of Portland Comprehensive Plan and Zoning Designations from two properties, also identified in Section I. These properties will also be removed from the Pleasant Valley Plan District.



# Amendments Overview

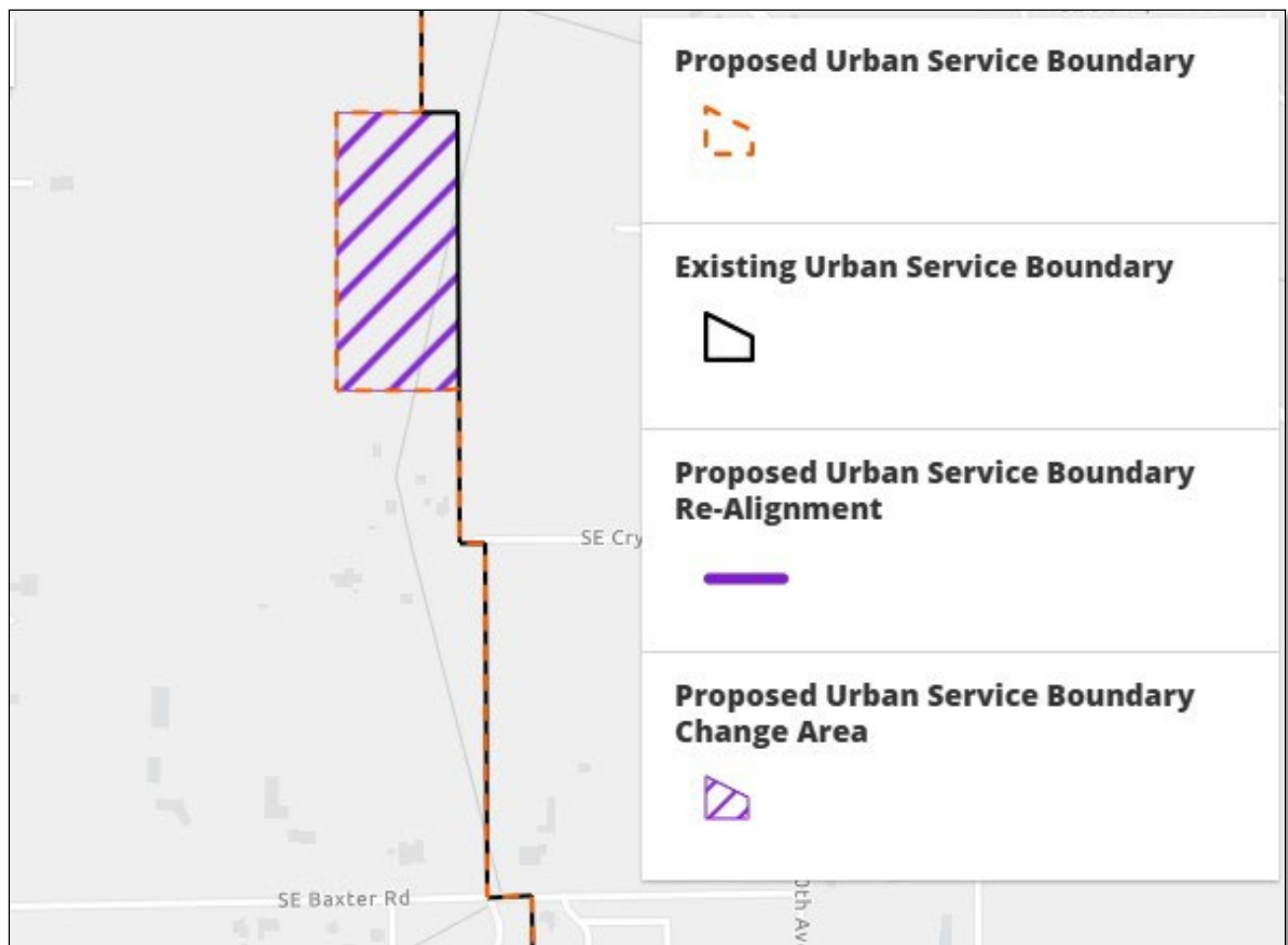
## I. Urban Service Boundary Changes

The proposed amendment package includes four amendments to the City of Portland urban service boundary. These amendments can be viewed on the interactive [Map App](#). The general location of the four proposed amendments is highlighted in red on the reference map below, and details regarding each of the four amendments are located at the end of Section I.



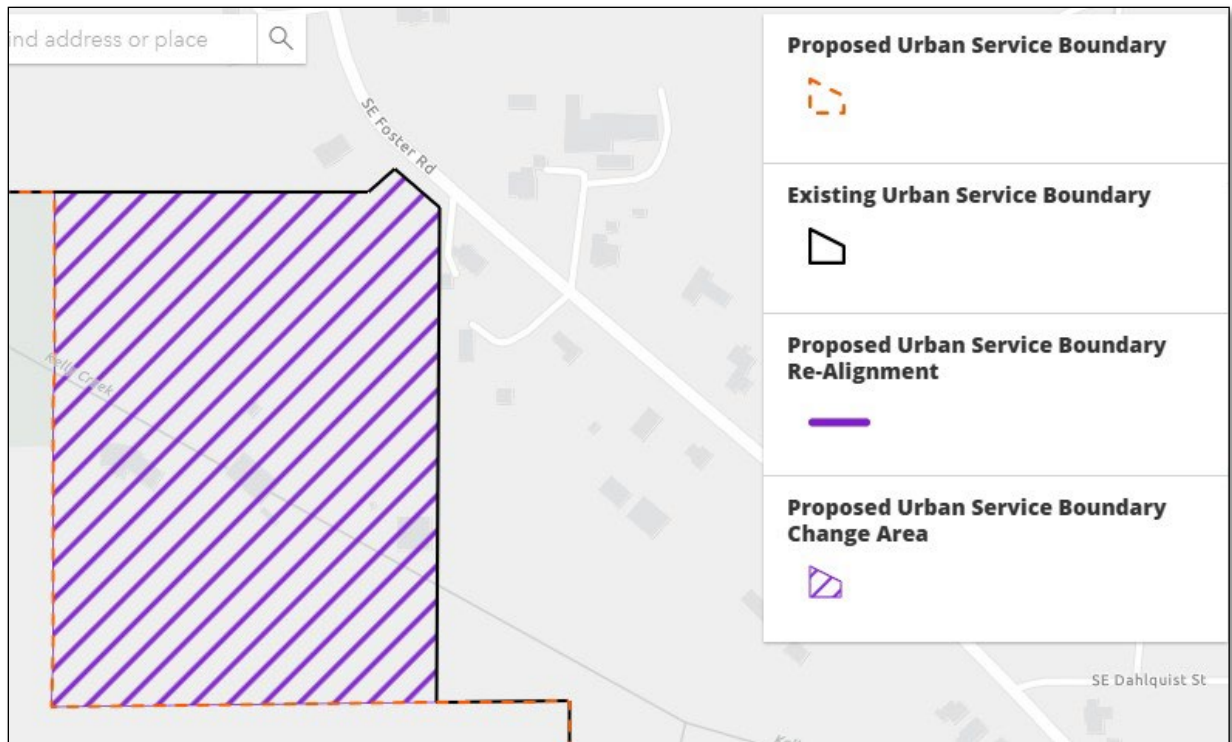
**Amendment 1 Change Description:** The first amendment is a proposed change to the USB. As proposed, the amendment would shift a portion of a lot currently split serviced due it being half in Gresham's USB and half in Portland's. The change also aligns the USB with the existing lot line.

**Map 1:** Amendment to the USB, Comprehensive Plan Map, Zone Map, and Pleasant Valley Plan District for Property ID: R632514



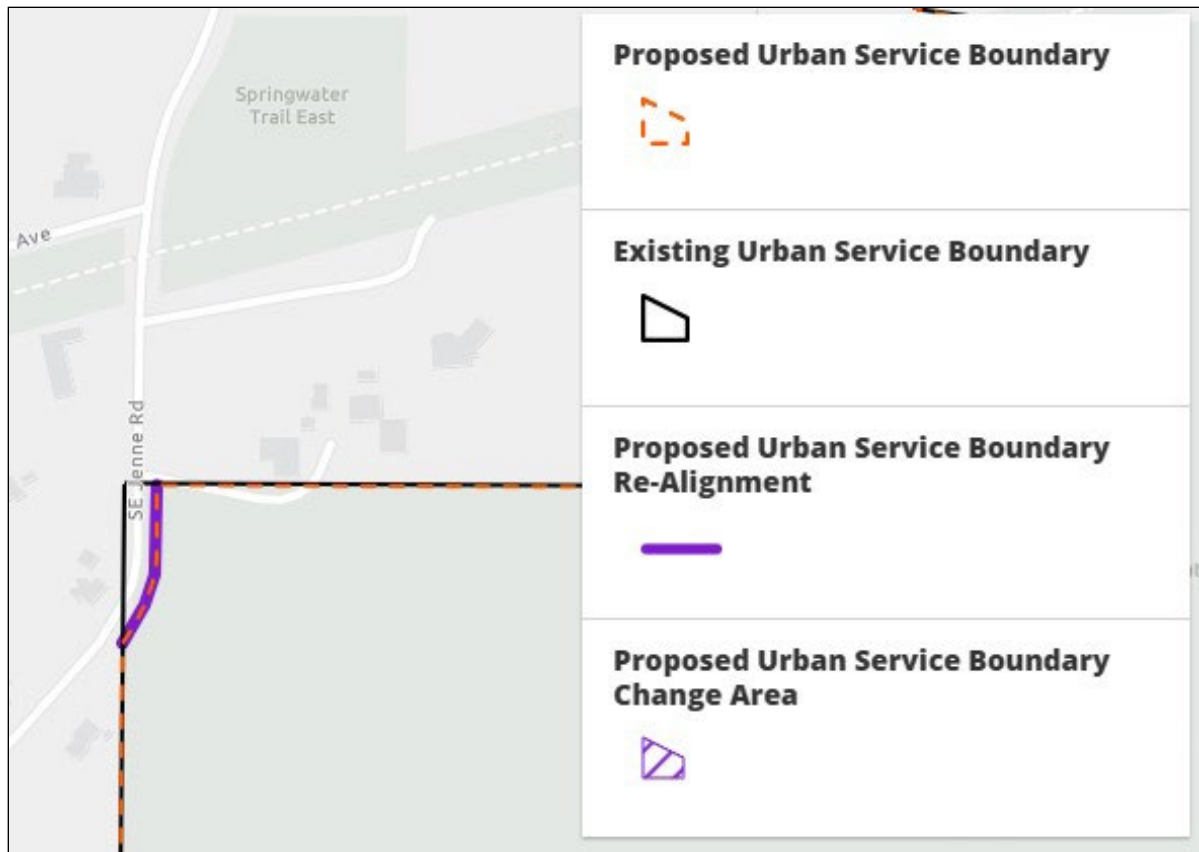
**Amendment 2 Change Description:** This second proposed amendment would shift a parcel currently within the City of Portland USB to Gresham's USB to be consistent with and reflect the fact that property receives urban services from the City of Gresham.

**Map 2:** Amendment to the USB, Comprehensive Plan Map, Zone Map, and Pleasant Valley Plan District for Property ID: R632514



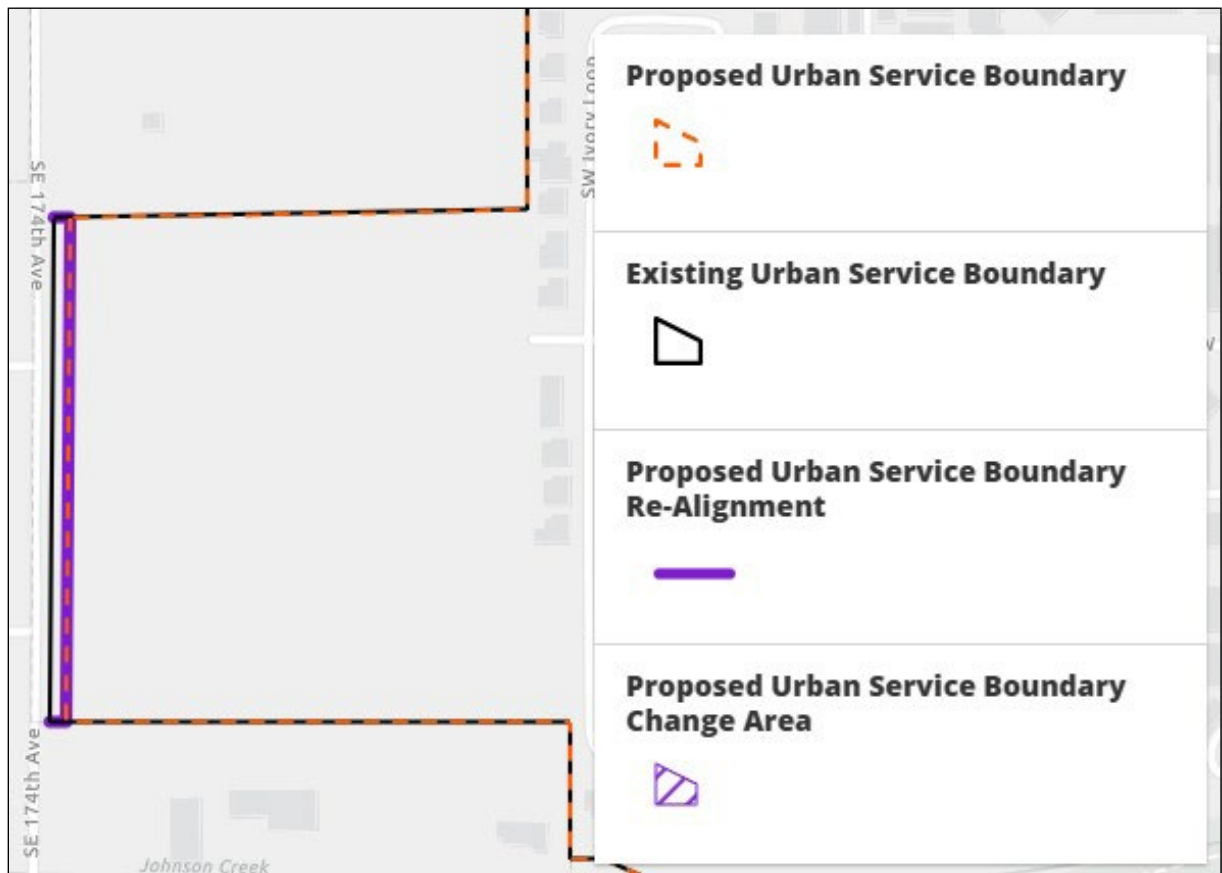
**Amendment 3 Change Description:** The third proposed amendment shifts Portland’s USB west to align with the Eastern edge of the SE Jenne Road right of way as is the case North and South of the location of the proposed amendment. The current location of the USB has been identified as a mapping error by City of Portland and City of Gresham staff.

**Map 3:** SE Jenne Road right-of-way



**Amendment 4 Change Description:** The fourth amendment shifts the Portland USB to align with the Eastern edge of the SE 174<sup>th</sup> Avenue ROW to account for a 23-foot ROW dedication in 2023 not yet reflected by the existing USBs. The proposed amendment would ensure that this stretch of SE 174<sup>th</sup>, currently within Portland's USB, reflects the expanded ROW and ensures the entirety of the ROW is covered by a USB.

**Map 4:** SE 174<sup>th</sup> Avenue Right-of-Way



## II. Comprehensive Plan Designation and Zone Map Amendments

Properties removed from Portland's USB will also have their Comprehensive Plan, Zone, and Overlay designations removed. The two properties subject to these amendments are shown in Maps 1 and 2 in the prior section. The table below shows the current and proposed comprehensive plan designations and zones.

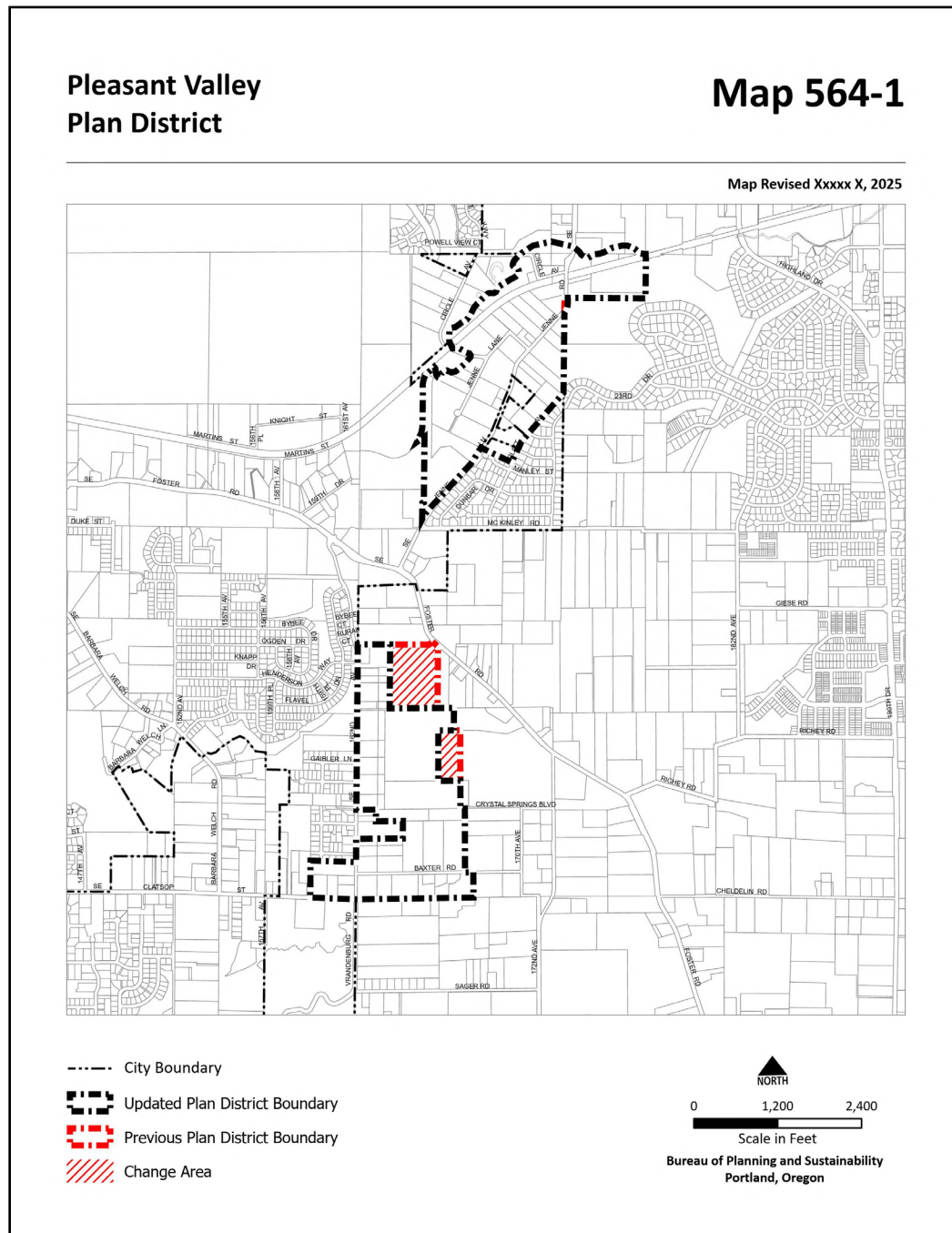
Property ID	Current Comp Plan	Current Zone / Overlay	Proposed Comp Plan	Proposed Zone / Overlay
R632514	R7- Single Dwelling, 7000	RF- Residential Farm/Forest, Pleasant Valley Natural Resources (v)	A City of Gresham Comprehensive Plan Designation will be assigned through a separate legislative process.	The Multnomah County Pleasant Valley Urban Area Rural Residential Zone will be assigned through a separate legislative process
R340617	R7- Single Dwelling, 7000	RF- Residential Farm/Forest, Pleasant Valley Natural Resources (v)	A City of Gresham Comprehensive Plan Designation will be assigned through a separate legislative process.	The Multnomah County Pleasant Valley Urban Area Rural Residential Zone will be assigned through a separate legislative process.



### III. Pleasant Valley Plan District Amendments

The Pleasant Valley Plan District currently includes both properties subject to Comprehensive Plan and Zoning map changes. The two properties will be removed from the Plan District and the district boundary will be revised accordingly as shown in the map below.

## Map 5: Pleasant Valley Plan District Amendments



## IV. Associated Project Components & Next Steps

The Portland-Gresham USB Amendments Project will include substantial coordination with the Multnomah County and City of Gresham planning teams after adoption of the proposed amendment package. To complete the final alignment of the Portland and Gresham USBs as shown in Exhibit A to this report, Gresham will begin a separate legislative process to amend its Comprehensive Plan Map. In addition to the USB revision, both City of Gresham and Multnomah County legislative processes are required to assign proper Comprehensive Plan, Zone, and Overlay designations replacing those removed by the City of Portland as outlined in Table 1 above. Bureau of Planning and Sustainability staff will continue to work with Multnomah County and Gresham planning staff to ensure the requisite legislative processes are coordinated in a timely manner.

An intergovernmental agreement (IGA) intended to regulate the orderly provision of urban services to unincorporated areas between Portland and Gresham will also be signed by both cities. The original IGA guiding service provision between the two cities was adopted in 1986 and most recently updated in 2003. The new IGA will include the proposed alterations to the USB shown as exhibit maps and clarify the status of existing service-related IGAs between the two cities and Metro. The IGA will be adopted by both cities, with Metro acting as the final signatory.



**Exhibit A: Proposed USB Amendments AFTER Adoption of City of Portland and City of Gresham Comprehensive Plan Amendments. Areas subject to City of Portland Amendments outlined in red**

