



City of Portland Bureau of
Planning and Sustainability
Sam Adams, Mayor • Susan Winkelman, Director



PORT OF PORTLAND
Possibility. In every direction.

AIRPORT FUTURES

CHARTING A COURSE FOR PDX

CITY OF PORTLAND RECOMMENDED LAND USE PLAN

SUMMARY REPORT

FEBRUARY 22, 2011



FOR MORE INFORMATION, PLEASE CONTACT:

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The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, call the Bureau of Planning and Sustainability at 503-823-7700 (TTY 503-823-6868).

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ELEMENTS OF THE PLAN

Airport Futures is a collaborative effort between the City of Portland, Port of Portland, and the Portland-Vancouver metropolitan community to create an integrated long-range development plan for Portland International Airport (PDX). Beginning in fall 2007 and concluding in spring 2010, the Port updated the airport master plan and the City developed a land use plan recognizing PDX's role in the regional economy while managing City infrastructure and livability.

Elements of the Airport Futures Plan

Planning Advisory Group Report – contains the recommendations of the 30-member advisory group and summarizes all the elements of the Airport Futures Plan <http://www.pdxairportfutures.com/Documents.aspx>

Port of Portland PDX Master Plan – contains a summary of all the technical appendices related to the Port's 2010 PDX Master Plan Update http://www.pdxairportfutures.com/Documents/PDX_AF_Mstr_Pln_Updt.pdf

Intergovernmental Agreements – provides the necessary bridge between the Port's PDX Master Plan and the City's Land Use Plan by memorializing Planning Advisory Group recommendations and City-Port agreements

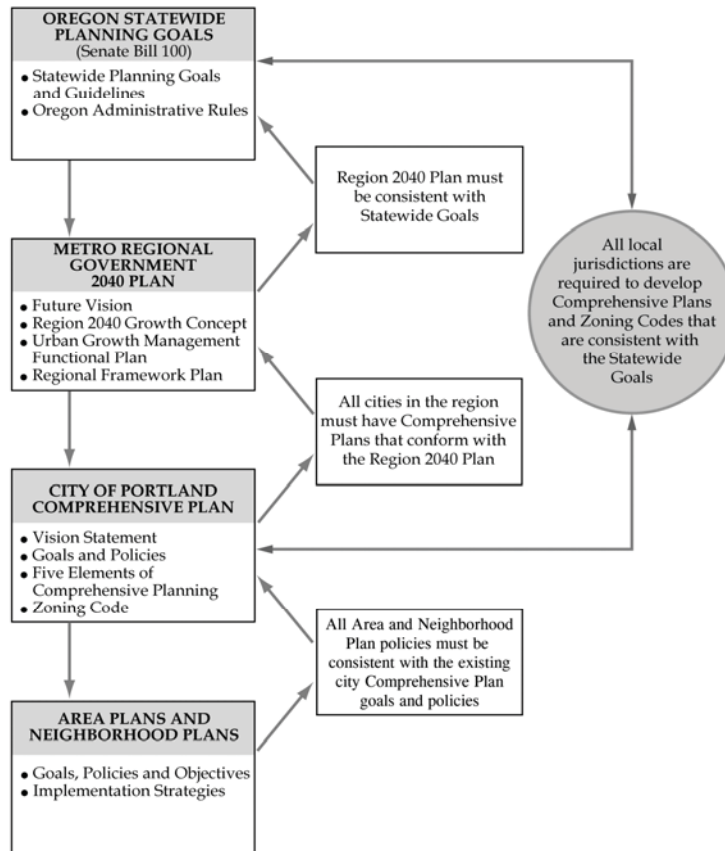
City of Portland Land Use Plan Summary Report – contains the necessary elements for the City Council to adopt the City's portion of the Airport Futures Plan

Policy Framework	1
Provides the regulatory and policy framework in which the plan was developed	
Urban Development Framework	1
Illustrates graphically many of the issues and ideas generated as part of the planning process	
Natural Resources	8
Summarizes the large body of work related to natural resources	
Comprehensive Plan Policy Amendments	14
Identifies policy amendments recommended by the Planning Advisory Group	

Appendices (under separate cover):

City Zoning Code and Map Amendments: Volume 1	A
City Zoning Code and Map Amendments: Volume 2	A
Natural Resources Inventory	B
Economic, Social, Environmental, and Energy Analysis	C
Transportation Impact Analysis	D
Intergovernmental Agreements	E
Port, Cities of Portland and Vancouver PDX Community Advisory Agreement	
Port and City of Portland General Agreement	
Port and City of Portland Natural Resources Agreement	

Land Use Planning Structure



POLICY FRAMEWORK

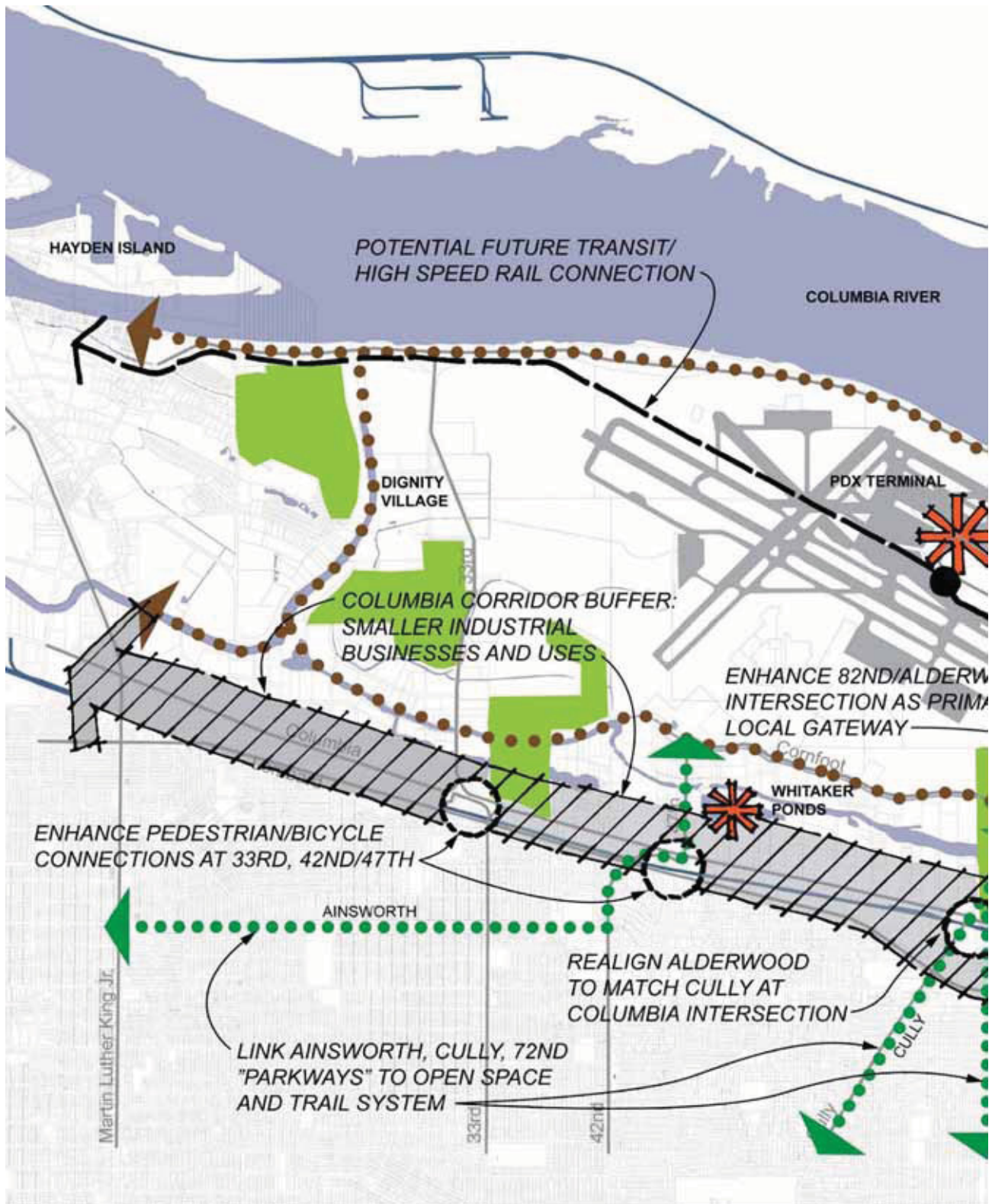
The City's Land Use Plan and the Port's PDX Master Plan fit within a planning and policy framework that includes federal, state, regional and local policy as well as City adopted plans and regulations. Planning for the Airport Futures project must be consistent with the City of Portland's adopted plans and policies, which must be consistent with regional plans and policies, as well as state and federal regulations and policies. The Planning Advisory Group received a summary of policies applicable to the Airport Futures project. Although each document reviewed contained many policies and regulations, only the most pertinent policies and information were summarized. The figure below illustrates the structure and hierarchy of planning that guided the Airport Futures project.

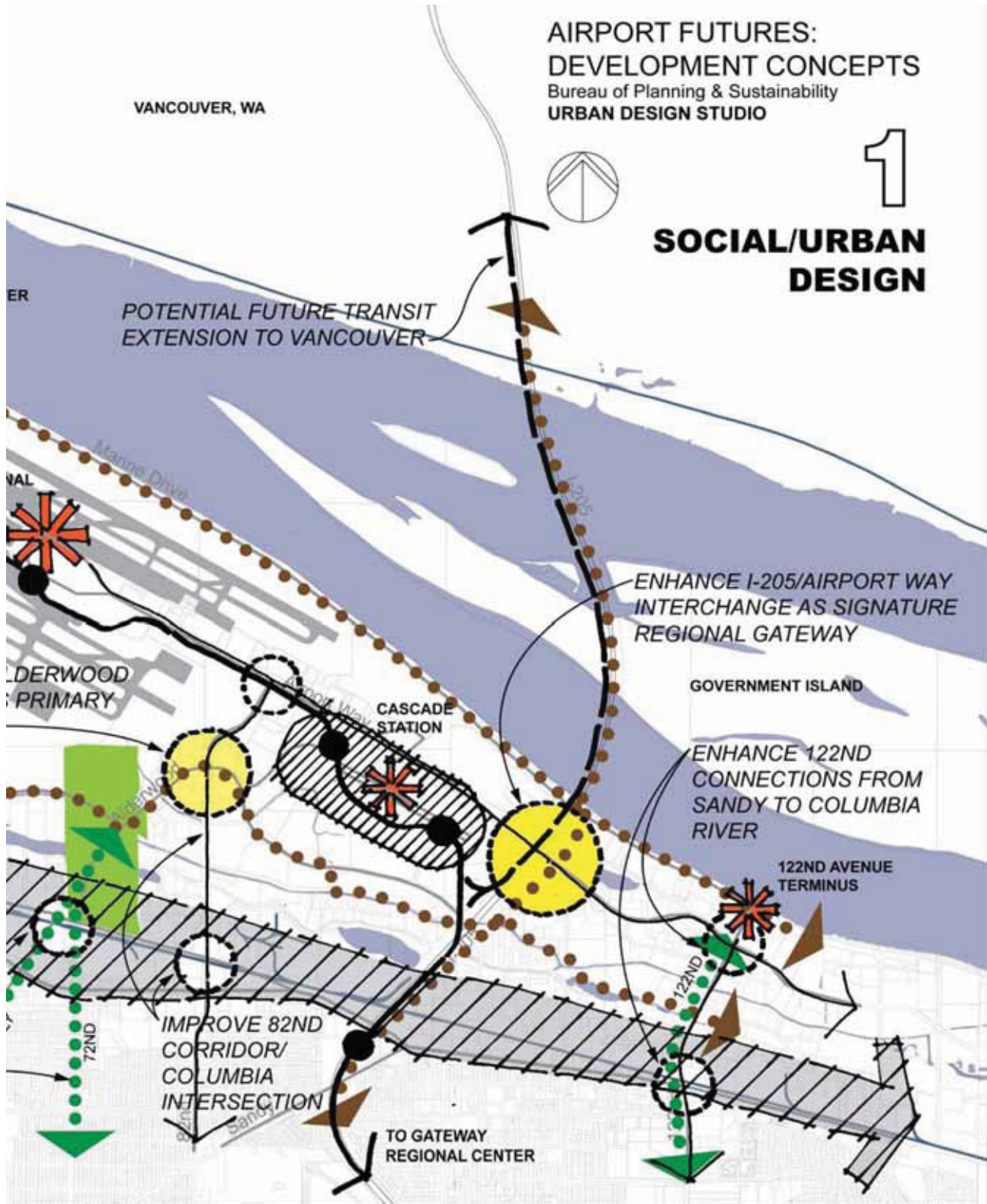
Because the Port of Portland must address airport specific policies and regulations, the Port prepared a companion document, *Airport*

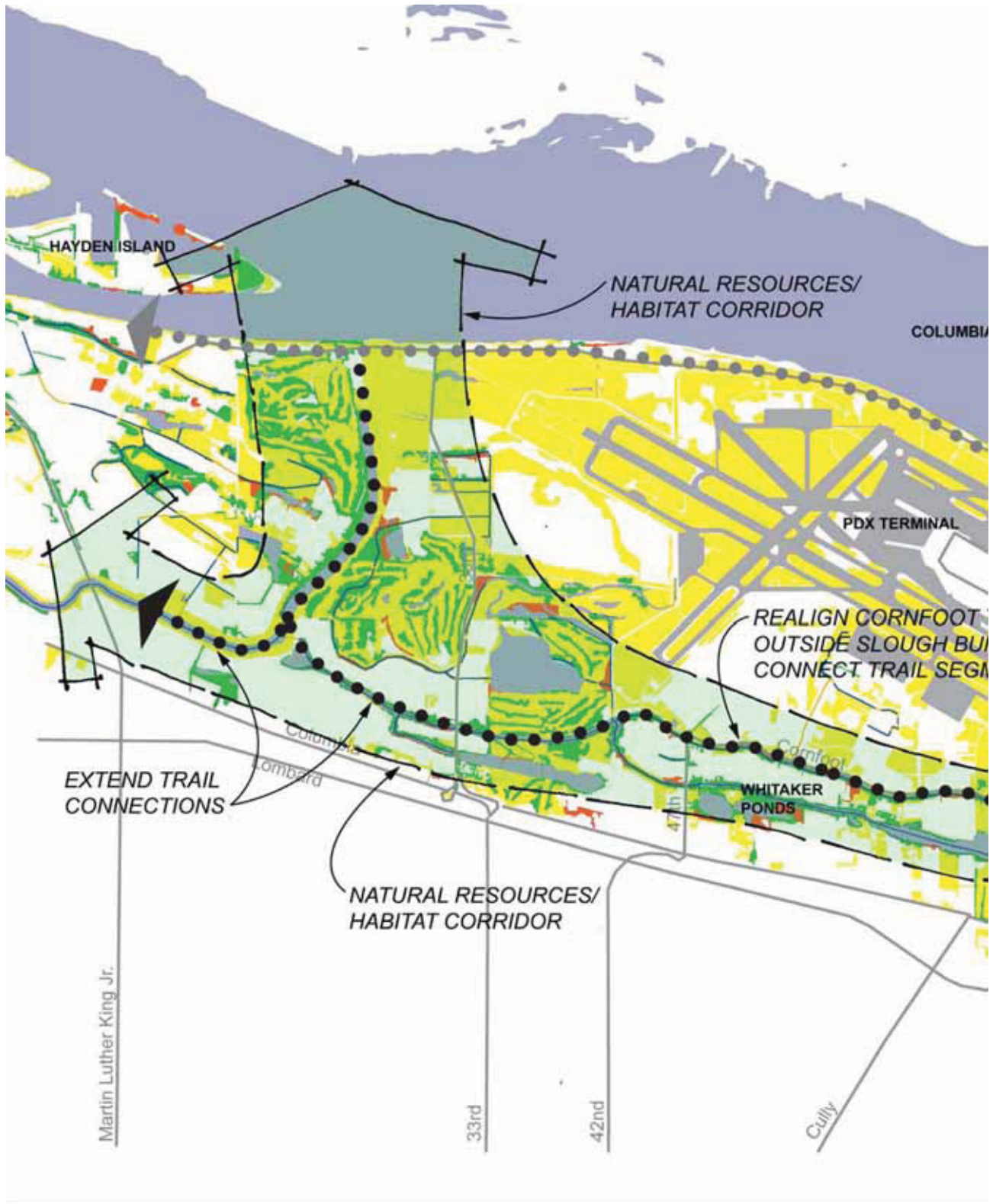
Regulations and Policy Guidelines, which describes the Federal Aviation Administration and state regulations and guidelines affecting the airport master planning process. The document also summarizes related Port of Portland policies.

URBAN DEVELOPMENT CONCEPTS

The graphics on the following pages identify many of the Social, Environmental, and Economic issues related to PDX and the area surrounding that emerged from the Airport Futures Planning process. Although the graphics are non-regulatory and non-binding on the City and Port, they provide a visual summary of the challenges of operating an airport in an urban context and illustrate the opportunities that lie ahead.







VANCOUVER, WA

AIRPORT FUTURES:
DEVELOPMENT CONCEPTS
Bureau of Planning & Sustainability
URBAN DESIGN STUDIO



2

**NATURAL
RESOURCES**

COLUMBIA RIVER

Marine Drive

MINAL

FOOT TO NORTH,
GH BUFFER;
L SEGMENTS

CONNECT TRAIL
SEGMENTS

ENHANCEMENT AREA
OPPORTUNITIES

82nd

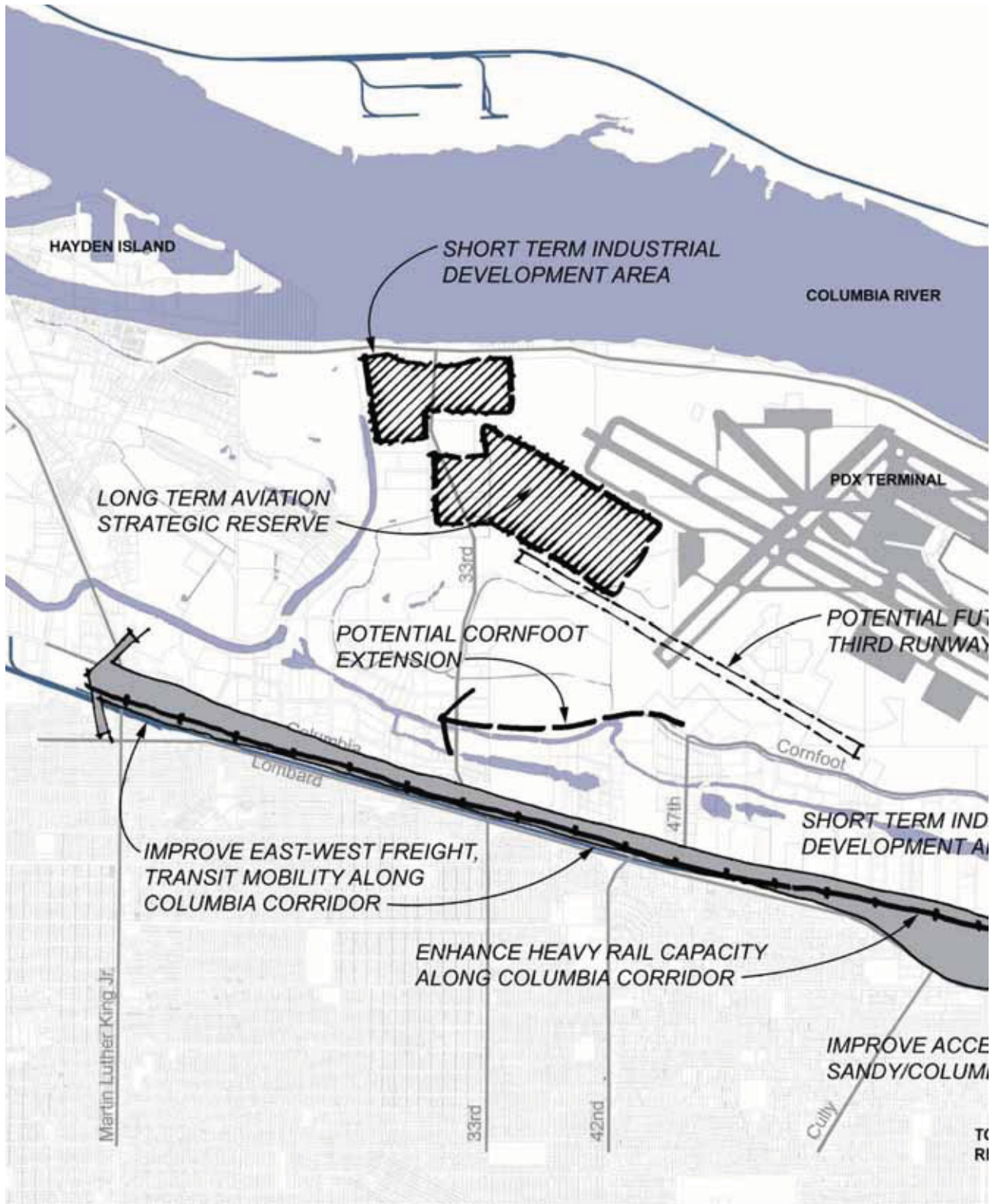
Sandy

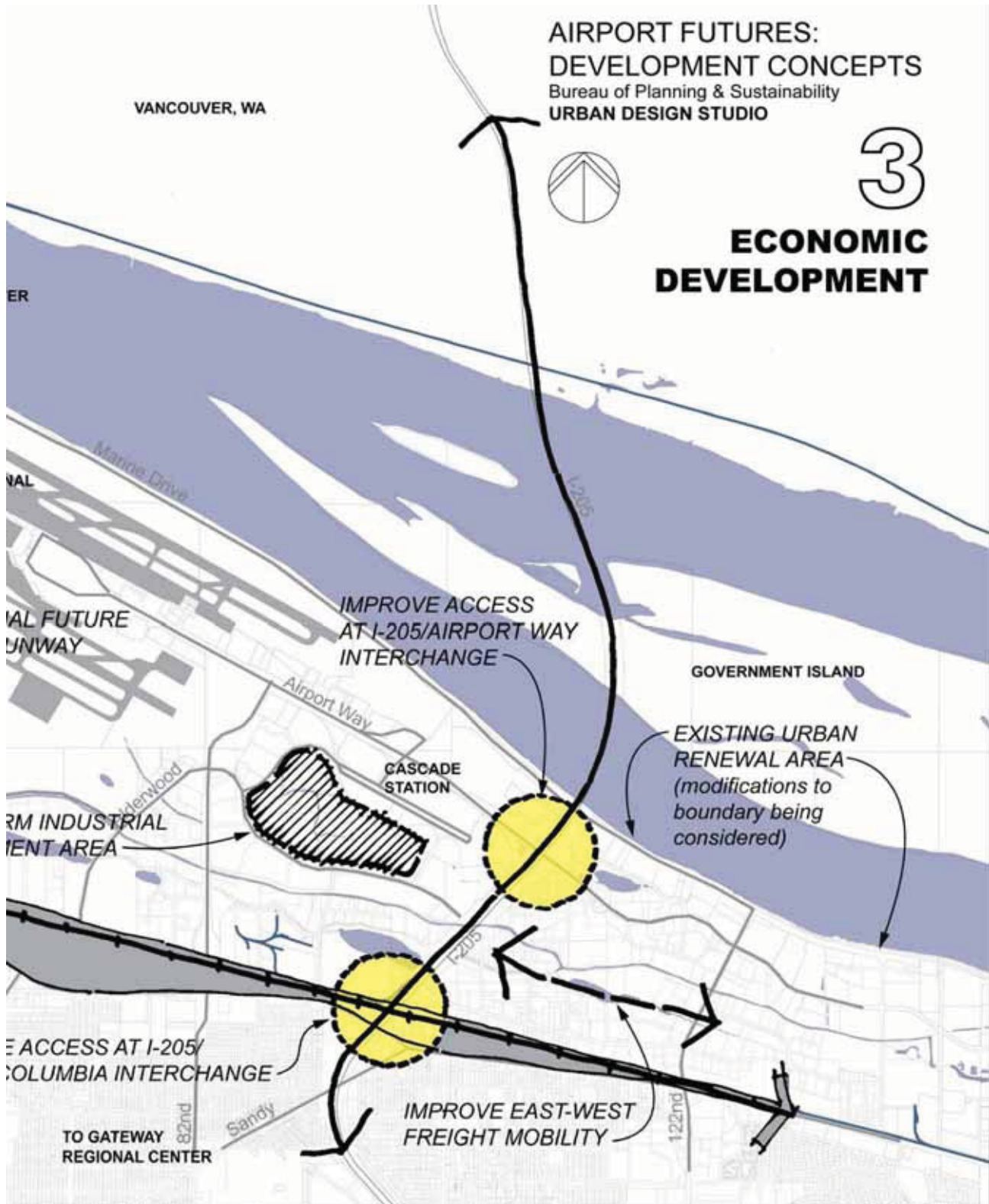
NATURAL RESOURCES/
HABITAT CORRIDOR

GOVERNMENT ISLAND
MITIGATION AREA

GOVERNMENT ISLAND

122nd





NATURAL RESOURCES SUMMARY

Regulatory Requirements

The City's existing Environmental Program includes inventories of natural resources and application of environmental conservation and protection overlay zones to specific resources. The Environmental Program has been applied to different parts of the City over the past 20 years. The program was applied to natural resources within the Airport Futures project area in 1989, 1990 and 1993. Over the past 15-20 years, the location, extent and quality of resources have changed as development and restoration have occurred.

Updating the City's Environmental Program is a three-step process:

Step 1: Update the natural resources inventory – Data, information and maps of key natural resource features and attributes such as waterway condition, banks, flood area, water quality, vegetation, wetlands, wildlife habitat, etc. are compiled. The methodology is based Metro's approach to inventory riparian corridors and wildlife habitat across the region as part of Title 13 Nature in Neighborhoods. The *Draft Natural Resources Inventory Project Report* provides a context for the inventory, presents the scientific basis, and describes the project approach and methodology.

The draft *Middle Columbia Corridor/Airport Natural Resources Inventory* can be found in Appendix C and is available for review and comment on the project web site. Below is a summary of some of the key natural resource areas:

Middle Slough

The Middle Slough, a section of the main arm of the Columbia Slough, flows for 5 miles through the study area. The Middle Slough and associated waterways are completely surrounded by levees and are within the Multnomah County Drainage District (MCDD). The Middle Slough and riparian area serve as a wildlife travel corridor along the Lower Columbia River, Pacific Flyway, and other migratory bird pathways. More than 25 species of ducks, geese, swans, and raptors winter in the region, and neotropical migrant shorebirds and songbirds stop over in spring and fall. The Middle Slough is also home to American beaver, muskrat, northern river otter, several amphibian species, painted and western pond turtles, and 12 native fish species. The entire Columbia Slough is water quality limited for multiple pollutants including temperature; however, the Middle Slough has cooler water temperatures compared with the Upper Slough and Lower Slough, most likely because of cool groundwater inflows.

Whitaker Slough

Approximately 3 ½ miles of the Whitaker Slough, a southern arm of the Middle Slough, is located in the study area. A narrow strip of riparian vegetation, two to three trees deep, surrounds Whitaker Slough. The dominant tree species include black cottonwood and red alder along with a heavily mixed understory of planted native trees and shrubs as well as invasive plants like Himalayan blackberry and Japanese knotweed. Wildlife using Whitaker Slough and the riparian area include beaver, nutria, coyote, Great Blue Heron, Great Horned Owl, goldfinch, black cap chickadee, Oregon junco, American robin, violet-green swallow, Cooper's hawk and American widgeon. Migratory birds using Whitaker Slough include Western Tanager, Cassin's Vireo, and Black-throated Gray Warbler. Fish found in Whitaker Slough include Three-spined Stickleback, Mosquitofish, and Prickly Sculpin.

Whitaker Ponds

Whitaker Ponds consist of two ponds and surrounding riparian vegetation totaling about 14 acres just east of NE 47th Avenue. The forested banks of Whitaker Ponds are predominantly black cottonwood and red alder along with a heavily mixed understory of planted native trees and shrubs. The ponds provide habitat for turtles, wintering waterfowl, songbirds, nesting great horned owls, and other wildlife species. Whitaker Ponds has active groundwater upwelling areas, with visible springs, that helps keep the water temperatures cool during the summer.

Buffalo Slough

Buffalo Slough is a one-mile southern arm of the Columbia Slough in the vicinity of NE 33rd Drive. Buffalo Slough, like much of the southern arms of the slough, has significant areas of groundwater upwelling; cool water is a basic requirement for many aquatic species. The riparian area consists of a strip of trees one to two trees deep, predominantly comprised of black cottonwood, with an understory of Himalayan blackberry and English holly. Buffalo Slough and the surrounding vegetation provide habitat for a host of species including: American robin, marsh wren, redwing blackbird, Oregon junco, song sparrow, Anna's hummingbird, mourning dove, mallard, ringneck duck, American widgeon, deer, coyote, river otter, beaver, carp and nutria.

Peninsula Canal

Peninsula Drainage Canal is a roughly 1.5 mile long isolated slough segment and is one of two known significant populations of Western painted turtles within the City of Portland. Western pond turtle and northern red-legged frog have been documented by the Oregon Department of Fish and Wildlife using the canal, as well as bull frog and carp. The area also provides habitat for numerous wildlife and provides connectivity to the Columbia River, Columbia Slough and small wetlands located near the canal including Blue Heron Meadows Wetland.

Subaru Wetland

Subaru Wetland is a 50-acre juncus/willow wetland and is surrounded by the Broadmoor Golf Course. Wetland vegetation includes cottonwood, ash, red osier dogwood, willow, Himalayan blackberry and rushes. Subaru Wetland is located near and provides wildlife connectivity to other small wetlands, drainageways, Peninsula Canal and the Columbia River. The wetland and vegetation provides habitat for song birds, waterfowl, woodpeckers, raptors and shorebirds, mammals and aquatic species including: common yellowthroat, song sparrow, robin, mourning dove, Vaux's swift, scrub jay, mallard, bufflehead, varied thrush, savannah sparrows, Virginia rail, common snipe, deer, nutria, beaver and coyote. The use of fertilizers and pesticides and bird hazing at Broadmoor Golf Course may have negative impacts to water quality and habitat of the wetland and drainageways.

Secondary Drainageways

Located throughout the Columbia Slough watershed are numerous secondary drainageways. Drainageways are open linear depressions, whether constructed or natural, that function for the collection and drainage of surface water, subsurface flow or groundwater and may be permanently or temporarily inundated. In the Columbia Slough watershed, drainageways have been relocated, reconfigured, or even created over the past 100 years to allow for development – first agricultural, then industrial, commercial and residential. Although altered, these drainageways provide the critical watershed functions of the hydrologic system. They also provide habitat for numerous terrestrial, avian and aquatic wildlife species.

Uplands

Unique to the Middle Columbia Corridor/Airport study area are uplands consisting of relatively large areas of sparse herbaceous vegetation that provide functions similar to that of a native prairie or grassland. Within the Metro region, native prairie habitat has dropped to less than 1% of historic extent. Much of the upland grasslands in the study area are managed by the Port of Portland to reduce habitat that attracts wildlife species of concern that pose a hazard to aviation safety (e.g., Canada goose; European starling). The upland grasslands also provide habitat for species that do not pose a risk to aviation safety including: Western meadowlarks, streaked horned lark, savannah sparrow, American pipit, Lazuli bunting, barn swallow, cliff swallow, Western kingbird, red-winged blackbird and yellow-headed blackbird.

Golf Courses

There are four golf courses within the study area. Drainageways, wetlands and riparian tree canopy are found at each golf course. A high concentration and diversity of migratory birds can be found using trees in the golf courses as stopover habitat. Bat species, including *Myotis lucifugus*, *Eptesicus fuscus*, *Lasiurus noctivagans*, and *Lasiurus cinereus*, nest and roost in riparian trees and drink and forage over open water bodies. The golf courses also provide a wildlife connectivity corridor between other habitat such as Subaru Wetland, CRCI Wetland, Middle Slough, Buffalo Slough and Whitaker Slough.

Columbia River

The Columbia River is a migration channel for anadromous salmonids, including Chinook, Coho, chum, sockeye, and steelhead. Near shore, shallow water areas and areas of sandy substrate, such as Broughton Beach which is located just east of the Metro boat launch, are used by juvenile salmonids during migration to the Pacific Ocean. The Columbia River is designated by National Oceanic and Atmospheric Administration (NOAA) Fisheries as Critical Habitat for listed salmonids. The Columbia River is also part of the Pacific Flyway, which is a significant corridor for migratory birds. Broughton Beach and other shallow-water/sandy areas are used by shore birds, songbirds and migratory birds including streaked horned lark, red-necked grebe in shallow water, short-eared Owls, and western meadowlarks. Piscivorous diving birds use the near shore water for foraging: horned grebe, eared grebe, western grebe and common loon.

Step 2: Evaluate the tradeoffs between different levels of resource management – The tradeoffs of allowing, limiting, or prohibiting development within the inventoried natural resource areas were evaluated through an environmental, social, environmental, and energy (ESEE) analysis. The analysis is qualitative and is intended to identify key issues decision makers should consider in updating the natural resource protection program within the plan district. Economic factors considered were commerce, job creation, land supply, access to transportation alternative and ecosystem services. Social factors included public health, safety and welfare, recreation, education, cultural values and livability. Environmental factors included impacts on hydrology, water and air quality, habitat and aquatic and terrestrial wildlife. Energy factors focused on transportation requirements and infrastructure costs.

The analysis concluded with recommendations regarding under what circumstances development and land uses within natural resources areas should be strictly limited (protection overlay zone), limited (conservation overlay zone) or allowed (no overlay zone). The City does not typically implement the “prohibit” option. Other City regulations and non-regulatory approaches were also considered.

The draft *Middle Columbia Corridor/Airport Natural Resources ESEE Analysis* can be found in Appendix D and is available for review and comment on the project web site.



Step 3: Adopt the updated inventory and apply the Environmental Program – Based on the results of steps 1 and 2, environmental overlay zones were refined and other program tools established to manage natural resources.

The program components include an updated inventory of natural resources, an assessment of the economic, social, environmental and energy issues related to protecting resources, updates to the environmental overlay maps, *Zoning Code* amendments, and an Intergovernmental Agreement with the Port of Portland to address natural resource mitigation and enhancement associated with airport properties.

Recommend updates to environmental overlay zone maps include:

1. Applying a protection overlay zone to open water bodies, including Columbia Slough, Whitaker Slough, secondary drainageways and wetlands and land within 50 feet of those resources.

Currently, the area between NE 82nd Avenue and Peninsula Slough has a conservation overlay zone. The protection overlay zone strictly limits development and preserves existing resources that provide multiple important riparian functions including microclimate, stormwater filtering, nutrient cycling, food web and wildlife habitat. This change also contributes towards city compliance with Metro Title 13 Nature in Neighborhoods and the Clean Water Act TMDLs for temperature;

2. Applying a conservation overlay zone to treed areas extending (contiguous) more than 50 ft from the water bodies. Tree canopy contiguous to water bodies out to 100 ft provides a number of riparian functions list above; and
3. Applying a conservation overlay zone to vegetated areas zoned open space (golf courses) extending 300 feet from water bodies. These vegetated areas provide important habitat for migratory birds and bats, some of which are listed as 'at risk' by the city. These areas also provide riparian functions.

For more property specific information on the proposal, please visit the project website or contact project staff.

The Bureau of Planning and Sustainability recommends that City Council not adopt the environmental overlay mapping for industrially and commercially zoned properties at this time in the Airport Plan District (Port of Portland owned properties are still included in the recommendation). This is due to the January 2011 legal challenge to similar regulations that were adopted as part of the River Plan. The Land Use Board of Appeals remanded the River Plan back to the City for further consideration of Statewide Planning Goal 9 issues.

Environmental Zones

The updated environmental overlay zones generally apply to natural resources that provide a relatively high or medium amount of ecosystem function. The Airport Plan District code includes specific provisions intended to encourage habitat conversions that meet both the goals of improving watershed health and reducing habitat that attracts wildlife species of concern. City and Port staff and the Airport Futures Planning Advisory Group identified future desired conditions of existing natural resource areas that meet both goals by encouraging:

- Conversion of herbaceous wetlands to native scrub-shrub or forested wetlands,
- Conversion of forest and woodland habitat to different native plant assemblages, and
- Reconfiguration of drainageway banks (i.e., benching) to improve flow, increase water storage and provide native emergent wetland habitat.

This section of code was removed as a result of the River Plan remand by the Land Use Board of Appeals.

~~The Airport Plan District supports restoration of riparian corridor functions and wildlife habitat by requiring removal of paved surfaces and planting of native vegetation within environmental overlay zones. These restoration activities would be required as part of new development or redevelopment on sites that have an environmental overlay zone applied to a portion of the site.~~

Finally, the Airport Plan District requires that new road crossings of the Columbia Slough, Whitaker Slough, Buffalo Slough, Peninsula Canal, or Elrod Slough must be a bridge. Bridges support flow and hydrology within the waterways and improve water quality. A bridge allows terrestrial wildlife access from one side of the road to the other without risk of collision with traffic.

Intergovernmental Agreement

The Planning Advisory Group also recommended that the City and Port enter into an Intergovernmental Agreement to address required mitigation for upland grassland habitat on four Port properties – SW Quad, 33rd Field, Deicing Field, and Fuel Farm West – 268 acres total.

The Port agreed to build 300 acres of mitigation on Government Island in lieu of the City applying overlay zoning to the four parcels. This approach gives the Port additional flexibility and certainty for future development and it gives the City a more programmatic approach to restoration of upland grassland by requiring phased mitigation in one location prior to development.

Voluntary/Nonregulatory

As part of the natural resources package, the Planning Advisory Group recommended the following voluntary actions to achieve the overall goal of enhancement of the Columbia Slough Watershed:

- a) Port funded enhancements to the Columbia Slough watershed for 25 years starting at \$30,000 per year and escalating at 3% per year. **Total Value: \$1,094,000.**
- b) Port funded enhancements to the urban tree canopy for 25 years starting at \$20,000 per year and escalating at 3% per year. **Total Value: \$729,000.**

Total value over the next 25 of those two watershed improvement commitments = \$1,823,000. The details of the City-Port Agreement are found in Appendix E.

How to read

The following pages show proposed changes to portions of the City’s Comprehensive Plan. Generally, language added to the Comprehensive Plan is underlined (example) and language deleted is shown in strikethrough (~~example~~).

Proposed Comprehensive Plan Goals and Policies

A Vision of Portland’s Future

Goals, Policies & Objectives

Goal 1 Metropolitan Coordination

Goal 2 Urban Development

Goal 3 Neighborhoods

Goal 4 Housing

Goal 5 Economic Development

Goal 6 Transportation

Goal 7 Energy

Goal 8 Environment

Goal 9 Citizen Involvement

Goal 10 Plan Review and Administration

Goal 11 Public Facilities

Goal 12 Urban Design

GOAL 1 METROPOLITAN COORDINATION

1.6 Portland International Airport

Partner with the Port of Portland to achieve the overall goal of Portland International Airport becoming the most sustainable airport in the world.

GOAL 5 ECONOMIC DEVELOPMENT

5.14 Portland International Airport

Recognize the importance of the Portland International Airport to the bi-state economy as a regional, national, and international transportation hub by including the Airport Futures Plan as part of this Comprehensive Plan.

GOAL 8 ENVIRONMENT

8.11 Special Areas

Recognize unique land qualities and adopt specific planning objectives for special areas.

Objectives:

I. Portland International Airport/Middle Columbia Slough

Conserve, restore, and enhance natural resource values through environmental zoning, voluntary strategies, and the implementation of special development standards in the plan district and the Portland International Airport/Middle Columbia Slough Natural Resources Management Plan.

POLICIES & OBJECTIVES – NOISE:

8.19 Noise Abatement Construction Requirements

Reduce and prevent excessive noise and vibration in attached residential dwelling through construction requirements.

8.20 Noise Abatement Strategies

Partner with the Port of Portland to Reduce and prevent excessive noise levels from one use which may impact another use through ongoing noise monitoring and enforcement procedures. Explore creative new ways to address noise impacts.

8.21 Portland International Airport Noise Impact Area

Ensure compatible land use designations and development within the noise impacted area of the Portland International Airport while providing public notice of the level of aircraft noise and mitigating the potential impact of that noise within the area.

Objectives:

- A.** Promote land use compatibility within the noise impact area by prohibiting new residential development in areas within the 1977 ~~Ldn~~ 68 DNL or higher noise contour and by limiting the maximum residential zoning and Comprehensive Plan Map designations to R10 in R-designated areas and R1 in C-zoned areas located between the 1983 ~~Ldn~~ 65 DNL and the 1977 ~~Ldn~~ DNL 68 noise contours.
- B.** Minimize the potential impact of aircraft noise on those living and working within the within the 1983 65 DNL and the 1977 68 DNL noise contours by requiring sound insulation to achieve a day/night average interior noise level of 45 dBA for most structures.
- C.** Provide documentation of the level of aircraft noise to developers of residential property within the 1983 65 ~~Ldn~~ DNL and the 1977 68 ~~Ldn~~ DNL noise contours impact area and require their acknowledgment and acceptance of that level of aircraft noise through the completion of a noise disclosure statement and the dedication of a noise easement to the Port of Portland prior to construction.
- D.** Provide documentation of the level of aircraft noise to developers of residential property within the 2035 55 DNL noise contour and require their acknowledgment and

acceptance of that level of aircraft noise through the completion of a noise disclosure statement.

GOAL 11 PUBLIC FACILITIES

PORTLAND INTERNATIONAL AIRPORT GOAL & POLICIES:

GOAL:

11J Promote a sustainable airport (PDX) by meeting the region's air transportation needs without compromising livability and quality of life for future generations.

POLICIES & OBJECTIVES

11.63 Regulations

Implement the Airport Futures Plan through the implementation of the Portland International Airport Plan District and by including the Airport Futures Plan as part of this Comprehensive Plan.

Objectives:

- A. Prohibit the development of a potential third parallel runway at PDX. Ensure a transparent, thorough, and regional planning process if the Port of Portland demonstrates a need for its construction.**
- B. Support implementation of the Aircraft Landing Zone to provide safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures, vegetation, and construction equipment.**
- C. Support the Port of Portland's Wildlife Hazard Management Plan by implementing airport specific landscaping requirements in the Portland International Airport Plan District to reduce conflicts between wildlife and aircraft.**

11.64 Partnerships

Partner with the Port of Portland and the regional community to address the critical interconnection between economic development, environmental stewardship, and social responsibility.

Objectives:

Support an ongoing public advisory committee for Portland International Airport (PDX) to:

- A. Support meaningful and collaborative public dialogue and engagement on airport related planning and development;**

- B. Provide an opportunity for the community to inform the decision-making related to the airport of the Port, the City of Portland and other jurisdictions/organizations in the region; and
- C. Raise public knowledge about the airport and impacted communities.

11.65 Investments

Ensure that new development and redevelopment of airport facilities supports the City's and the Port's sustainability goals and policies and is in accordance with Map 11.64.1.

Objectives:

Allow the Port flexibility in configuring airport facilities to preserve future development options, minimize environmental impacts, use land resources efficiently, maximize operational efficiency, ensure development can be effectively phased, and address Federal Aviation Administration's airport design criteria.

Map 11.64.1



AIRPORT FUTURES SCHEDULE

Tuesday, June 22, 2010 6:00 p.m.	Planning Commission Public Hearing
Tuesday, July 13, 2010 12:30 p.m.	Planning Commission Public Hearing
Tuesday, August 24, 2010 12:30 p.m.	Planning Commission Work Session and Recommendation
March 16, 2011 6:00 p.m.	Joint City Council and Port Commission hearing (at Portland International Airport)

WRITTEN COMMENTS ARE WELCOME:

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