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What is this chapter about?

The goals and policies in this chapter aim to:

- Focus on the design and physical structure of Portland's neighborhoods.
- Encourage design and development approaches that respect and enhance local characteristics.
- Foster a system of concentrated mixed-use and commercial centers across the city to increase access to community services and businesses.
- Create connections that link people to places and provide wildlife habitat connections.
- Address the role of streets and open spaces in contributing to high-quality places.
- Guide historic and cultural resource preservation.
- Encourage building and site design that promotes human and environmental health.

Why is this important?

The design and physical structure of the city and its neighborhoods plays a critical role in how people live and get around. The location of services and other destinations and the arrangement and design of buildings, streets, and other public spaces make a difference in whether a community is walkable, whether children have safe places to play, whether people have places to gather, and whether businesses are easy to access. Guiding where housing and services are built and how the street networks are designed provides a key opportunity to (1) enable people to meet more of their daily needs locally, (2) strengthen neighborhoods, (3) improve equitable access to services, and (4) support healthy, active living. Consideration of how the design and form of the city can better support the lives of its people will be essential to Portland becoming a healthier, more equitable, sustainable, and resilient city.

Portland's natural and built patterns—the hills and streams, street and block patterns, building types, street design, and open spaces—give Portland neighborhoods and districts their distinct character. Portland has five fundamental pattern areas, each with a distinct character: the Western, Eastern, and Inner Neighborhoods, the Central City, and the Industrial and River area. Understanding the unique elements of each area will help us manage change and growth and integrate development in ways that are consistent with our shared values and build on each area's strengths.

For the past generation, Portland has successfully connected land use and transportation to create many walkable and transit-accessible areas. The goals and policies in this chapter continue that legacy of successful planning and advance it by focusing growth in defined centers, explicitly tailoring policies to meet the needs of Portland's distinct districts and places, building more complete neighborhoods, and working to improve access to opportunity for all Portlanders.

Commentary

The goals and policies in this chapter represent a synthesis of policies from the existing Comprehensive Plan and new direction from the Portland Plan.

GOAL 5.A. A city designed for people, reflects the Portland Plan by encouraging design and development that supports health, resilience, and equity. The city is designed for people. This policy emphasize that long-range decisions should reflect the desires and aspirations of Portland’s diverse communities.

GOAL 5.B Context-sensitive design and development, stems from the idea that each area of the city has differing characteristics, assets, and needs that need to be considered in future planning approaches. This goal supports planning approaches responsive to Portland’s five primary geographies (the Central City, the Industrial and River area, and the Inner, Eastern, and Western Neighborhoods). Portland’s regulations and design standards have largely been based on the characteristics of the Inner Neighborhoods and are not always responsive to the different characteristics of other areas. This goal is also rooted in existing Comprehensive Plan Policy 12.2 (Enhancing Variety) and 12.6 (Preserve Neighborhoods).

GOAL 5.C. Portland’s system of centers, presents the goal of creating a network of centers across the city to serve as a focus for services, activity, and growth. Essential elements of centers include services and community amenities to meet the needs of residents of surrounding neighborhoods, as well as housing to accommodate growth and to allow more people to live close to services. This goal is essential to meeting the Portland Plan’s objective that, by 2035, “80 percent of Portlanders live in a complete neighborhood with safe and convenient access to the goods and services needed in daily life.” The term “complete neighborhood” refers to a neighborhood that includes a variety of housing options, grocery stores and other commercial services, high-quality public schools, public open spaces and recreational facilities, affordable active transportation options, and civic amenities.

GOAL 5.D Portland’s public realm, highlights the importance of Portland’s public realm – the city’s system of public places and connections, including streets, sidewalks, trails, plazas, parks, and other public open spaces. The public frontage of buildings and other adjacent elements play a key role in the experience of the public realm, especially along streets, as they frame, shape, and often help activate these public spaces.

Goal 5.E. Historic and cultural resources, highlights historic and cultural resources as key components of the policies of this chapter. This goal recognizes that historic and cultural resources can and should remain as important elements of Portland as it continues to change and evolve. This historic and cultural resources preservation goal provides the basis for preservation strategy and helps direct future preservation planning efforts.

Goal 5.F. Human and environmental health, supports the development and design of Portland’s neighborhoods and buildings in ways that protect and promote human and environmental health. This goal reflects the directions set in the Healthy, Connected City strategy of the Portland Plan.

GOAL 5.A. A city designed for people

The design of Portland's built environment serves the needs and aspirations of all its people, promoting health, resilience, and equity. New development and public investments across the city are enduring and inclusive, reducing disparities, encouraging social interaction, and improving Portland's livability as a healthy, connected city.

GOAL 5.B. Context-sensitive design and development

New development and public infrastructure in Portland respects and enhances the distinctive physical, historic, and cultural qualities of its location while accommodating growth and change. Development standards reflect geographic context and strengthen the identity and positive design features of Portland's distinct districts and neighborhoods.

GOAL 5.C. Portland's system of centers

Portland is built on an interconnected system of centers and corridors anchored by the Central City. These places of focused activity and growth provide employment density and residential diversity that contribute to Portland's high standard of livability. They provide increased access to local services, amenities, transit, and major infrastructure investments that support complete, healthy, and equitable communities.

GOAL 5.D Portland's public realm

Portland has a network of open spaces, streets, and other connections that helps organize the city, defines the development character of its distinctive places, supports community interaction, and connects its neighborhoods, districts, and destinations. This network also connects the experience of being in Portland to its larger context of the Willamette Valley and Cascade region. The public realm network includes places and connections that offer rich, safe, and diverse experiences of nature, water, and wildlife.

GOAL 5.E. Historic and cultural resources

Portland's historic and cultural resources are preserved and retained as integral parts of an urban environment that continues to evolve.

GOAL 5.F. Human and environmental health

Portland's neighborhoods and developments enhance human and environmental health by protecting safety and livability, encouraging sustainable and active design, and integrating nature into the built environment.

Commentary

A number of the terms used in this chapter are defined in the glossary in Appendix A.

Design of Portland's built environment

These are overarching policies that are the basis for the more detailed Urban Design and Development polices that follow in the rest of this chapter.

Policy 5.1. Design for people, clarifies that although it is important to plan for and design for growth and public investment citywide, decisions at the more local scale (districts, neighborhoods, blocks, and so forth) should be refined by the local community. The community should be involved in an inclusive process to ensure residential and business needs are met and so local implementation is responsive to the differing needs of Portland's diverse communities.

Policy 5.2. Design resilience, derives from the Portland Plan and direction from the Climate Action Plan (2009). It highlights the need to design the city to be adaptable to a range of changes.

Policy 5.3. Equitable development, promotes development and design approaches that increase equity by reducing the disproportionate impacts of urban development on historically underserved communities. It places a priority on ensuring development and design is undertaken in ways that benefit all of Portland's communities, and supports designing neighborhoods to improve access to services for historically underserved communities.

Policy 5.4. Land use and transportation, continues existing Comprehensive Plan policy and highlights the importance of an integrated approach to land use and transportation planning.

Policy 5.5. Transit-oriented development, continues Comprehensive Plan policy (including Policies 2.17 and 2.18). It encourages focusing development in a range of places that are well-served by transit to maximize the mobility benefits transit provides.

Policy 5.5. Energy and resource efficiency, supports conserving all forms of energy through land and use planning and development. This includes land use approaches that achieve maximum efficiency in energy usage, reduce reliance on non-renewable sources of energy, encourage reuse of vacant land, increase density along high-capacity transportation corridors, and encourage the use of renewable energy. This policy supports Oregon Statewide Planning Goal 13: Energy, and reflects existing policies from Comprehensive Plan Goal 7: Energy.

Policy 5.7. Leadership in design, derives from current Comprehensive Plan Goal 12 as well as Policies 12.5 and 12.7, which relate to design excellence and design quality.

Policy 5.8. Innovation, derives from current Comprehensive Plan Policy 12.7. It encourages innovative design as a means of finding solutions to challenges and harnessing local creativity.

Policy 5.9. Significant places, updates current Comprehensive Plan Policy 12.1. (Portland's Character), which calls for design that builds on important elements and features in the city. This new policy highlights the importance of key types of places that serve as attractions, connections, and viewpoints as places to celebrate and enhance.

Design of Portland's built environment

- Policy 5.1** **Design for people.** Design Portland's neighborhoods, streets, open spaces, and centers to be enduring and inclusive and provide flexibility for refinement at the local scale by local communities.
- Policy 5.2** **Design resilience.** Design Portland's neighborhoods, streets, open spaces, and centers to ensure long-term resilience, allowing for shifts in changing demographics, climate, and economy.
- Policy 5.3** **Equitable development.** Strive for development and design that avoids or reduces negative impacts and supports positive outcomes for communities of color, historically underserved communities, and other vulnerable populations.
- Policy 5.4** **Land use and transportation.** Implement the Comprehensive Plan Map and the 2040 Growth Concept through coordinated long-range transportation and land use planning and the development of efficient and effective transportation projects and programs.
- Policy 5.5** **Transit-oriented development.** Encourage transit-oriented development and support increased residential and employment densities in centers, along corridors, and in station areas to reinforce the link between transit and land use.
- Policy 5.6** **Energy and resource efficiency.** Strive for a density, location, and mix of land uses that will support energy-efficient, resource-efficient, and sustainable growth and transportation patterns.
- Policy 5.7** **Leadership in design.** Enhance the quality of life for all Portlanders through high-quality design and development that demonstrates Portland's leadership in the design of the built environment.
- Policy 5.8** **Innovation.** Encourage the design of the built environment to foster local creativity, experimentation, and innovative design solutions.
- Policy 5.9** **Significant places.** Enhance and celebrate significant places throughout Portland that bring people together with symbolic features or iconic structures that reinforce each community's local identity and contribute to way-finding throughout the city. Consider these especially at:
- High-visibility intersections
 - Attractions
 - Bridges
 - River connections
 - Viewpoints and view corridor locations
 - Neighborhood boundaries and transitions

Context-sensitive design and development

Policy 5.10. Context-sensitive design and development, applies to the design of development in all of Portland’s geographic areas, including commercial areas, mixed-use areas, and lower density residential areas. This policy continues longstanding community aspirations for guiding development in ways that respond to positive, distinctive neighborhood characteristics, and it provides policy support for the policies specific to residential areas (Policy 5.11) and to the five primary pattern areas that follow (as described in Policies 5.12 through 5.16). The policy is derived from existing Comprehensive Plan Policies 12.2 (Enhancing Variety) and 12.6 (Protecting Neighborhoods).

Policy 5.11. Residential areas, addresses design in residential areas outside of centers and corridors. These residential areas, which typically are zoned for single-dwelling and lower density multidwelling development, are intended to be places of relative stability that will see continuing evolution and additional housing opportunities, but where a priority is placed on design and development approaches that provide continuity with existing neighborhood characteristics. This policy acknowledges that the residential areas of Portland’s neighborhoods often include a diversity of architecture and housing types. However, they can present a sense of cohesion because of recurring patterns (such as street-oriented buildings, fine-grain “rhythms” of development, green street edges created by front yards and gardens, and integration with natural features) into which new development at a range of densities can be accommodated. This policy is derived from existing Comprehensive Plan Policies 12.2 and 12.6, recommendations from the Portland Plan Urban Form Background Report (2009), and research from the Infill Design Project in 2008.

Policies 5.12 through 5.16 identify key positive characteristics of each of Portland’s primary geographic areas or “pattern areas” that new development should respond to and enhance (the Central City; the Inner, Eastern, and Western Neighborhoods; and the Industrial and River area). Each of these areas has differing characteristics and assets that need to be considered when undertaking future planning, development, and public infrastructure. Policies 5.12 through 5.16 support existing Comprehensive Plan Policies 12.2 (Enhancing Variety) and 12.6 (Protecting Neighborhoods), while providing additional guidance at the level of the five geographic areas.

The content of these policies is based on the Portland Plan Urban Form Background Report’s (2009) analysis of area characteristics. The content for the Inner, Eastern, and Western neighborhood policies was also informed by a review of the design policies of 45 adopted area and neighborhood plans (undertaken as part of the Infill Design Project in 2008).

Context-sensitive design and development

Policy 5.10 Neighborhood characteristics. Enhance the positive characteristics of Portland’s neighborhoods and districts as they continue to evolve.

5.10.a. Encourage new development that respects the unique built and natural characteristics of Portland’s five primary pattern areas and smaller areas of distinct identity.

5.10.b. Encourage the development of character-giving design features, that are responsive to place and the cultures of communities, in areas of emerging identity.

5.10.c. Encourage context-sensitive development designed to respond to and enhance the positive qualities of site and context.

Policy 5.11 Residential areas. Maintain residential areas outside of centers and corridors as places of relative stability, encouraging new development designed to integrate into the urban fabric of neighborhoods.

5.11.a. Prioritize design approaches in residential areas that respect the general scale and character of the area, encouraging continuity with patterns such as building forms, street frontage relationships, mid-block open space patterns, and architectural and landscape features.

5.11.b. Encourage small-scale compatible infill in residential areas, especially infill that helps expand affordable housing options, accommodates a more diverse range of household types, and contributes to achieving a more sustainable built environment.

Policy 5.12 Central City. Encourage development in the Central City that contributes to enhancing its role as the region’s center of innovation and exchange, supporting the continuing evolution of its intensely urbanized built form; its concentrations of employment, cultural, and higher education institutions; and its high-density residential neighborhoods, in recognition that a healthy city must have a healthy core.

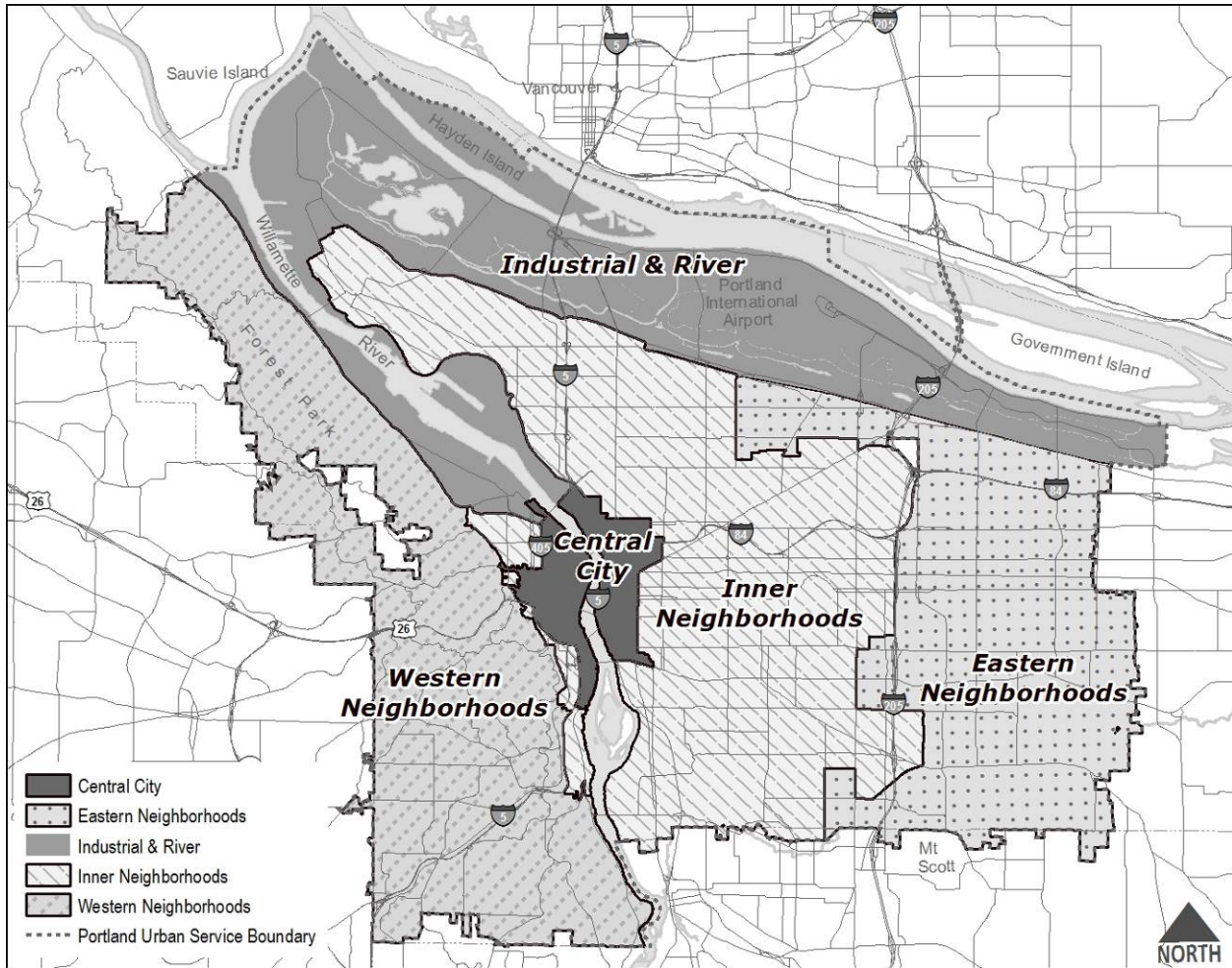
5.12.a. Enhance the distinct urban identities of the Central City's districts.

5.12.b. Enhance the Central City’s role as a central place of activity and exchange for the city and region.

5.12.c. Enhance and strengthen orientation to the Willamette River.

5.12.d. Prioritize continuing distinctive block structures as frameworks for development and to support the quality of the Central City’s highly interconnected pedestrian system.

Portland's Pattern Areas



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Commentary



Policy 5.12. Central City, is based on work from the Central City 2035 project. The included language is a placeholder, and should be refined according to priorities identified by Central City 2035. The Central City is both a pattern area geography as well as a center (the city and region’s premier center, anchoring an interconnected and interdependent system of centers – see Subpolicy 5.24.b.)



Policy 5.13. Inner Neighborhoods. See general commentary regarding Policies 5.12. through 5.15. Subpolicy 5.13.d acknowledges that in some Inner Neighborhood areas, up to 40 percent of the land area is devoted to street rights-of-way, with street connections every 200 feet in some locations.



Policy 5.14. Western Neighborhoods, acknowledges the role of natural features and trails as distinguishing characteristics of the area. The policy encourages new development at a range of densities to respond to and include these characteristics, when practical. High density development can incorporate existing or re-created natural elements through clustering of buildings and other site design approaches.



Development of this high-density housing in Southwest Portland provided an opportunity to daylight a hidden creek.

Policy 5.13 Inner Neighborhoods. Within Portland’s Inner Neighborhoods, guide development in ways that enhance the fine-grain, pedestrian-scaled built environment of the neighborhoods’ main streets, mixed-use districts, and residential areas.

5.13.a. Maintain and enhance the area’s pattern of streetcar-era main streets lined by storefront commercial buildings and other development with a strong street orientation.

5.13.b. Continue development patterns in residential areas and their green-edged, tree-lined streets.

5.13.c. Preserve the area’s urban fabric of compact blocks and its highly interconnected grid of streets.

5.13.d. Consider repurposing street segments that are not critical for motor vehicle connectivity for other community purposes, such as open space and active transportation connections.

Policy 5.14 Western Neighborhoods. In the Western Neighborhoods, encourage development to respond to and integrate the area's prominent characteristics, such as its hilly topography, streams, ravines, and forested slopes, while cultivating a built environment that is accessible to all people.

5.14.a. Enhance the village character of the neighborhoods’ small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.

5.14.b. Preserve and enhance the area’s network of green spaces, parks, and tree canopy.

5.14.c. Encourage the integration of natural features into centers and corridors and enhance views and connections to the surrounding hills.

5.14.d. Enhance the area’s distinctive system of trails to expand connections, mobility, and active living opportunities in the area.

5.14.e. Encourage larger developments to integrate, restore, and extend the area’s systems of green connections, such as streams, ravines, and trails.

Commentary



Policy 5.15. Eastern Neighborhoods, responds to the challenges and opportunities presented by this area’s large blocks and sometimes deep lots, on which development outcomes are very different than what typically results in the Inner Neighborhoods. Eastern Neighborhoods may provide opportunities for new and distinctive approaches to design that enhance the area’s positive characteristics. See general commentary, above, regarding Policies 5.12. through 5.15.



Policy 5.15. Industrial and River, is based on existing Comprehensive Plan Policy objective 5.8.A and on Portland Plan concepts for extending Greenway connections from the rivers into the city’s neighborhoods. Policy 5.16 acknowledges that this area’s industrial and natural elements should remain as key components of the area, and that the area includes a limited number of places where residential neighborhoods have a strong river orientation, adding to the distinctive characteristics of the area.

Policy 5.15 Eastern Neighborhoods. In the Eastern Neighborhoods, guide development in ways that respond to and enhance the area’s distinctive mix of urban patterns, streets, and natural features, such as buttes, streams, and large native trees.

5.15.a. Strive to guide the area’s evolving street and block system in ways that build on positive aspects of the area’s large blocks, such as opportunities to continue mid-block open space patterns and create new connections through blocks that make it easier to access community destinations.

5.15.b. Encourage development to continue and enhance views of the area’s skyline of buttes.

5.15.c. Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves.

5.15.d. Encourage development suited to the area’s lot and block structure.

5.15.e. Encourage landscaped edges along residential corridors on major streets, continuing the area’s green character and providing a more livable environment.

Policy 5.16 Industrial and River. Foster designs and forms that support the varied activities and physical patterns of the area’s prime industrial lands, its habitat areas, and the city’s connections to the rivers.

5.16.a. Maintain and enhance the area’s regionally significant nexus of Oregon's largest seaport and largest airport; unique multimodal freight, rail, and harbor access; and proximity to anchor manufacturing and distribution facilities.

5.16.b. Strive to integrate nature with the industrial activities of the Columbia Corridor and the Willamette River's North Reach.

5.16.c. Enhance and complete the area’s system of riverside trails and strengthen active transportation connections to Portland’s neighborhoods.

5.16.d. Enhance the strong river orientation of the area’s residential areas.

Centers

Policy 5.17. Role of centers, lists essential elements of centers, which include services and gathering places to meet the needs of residents of surrounding neighborhoods, as well as housing to accommodate growth and allow more people to live close to services. Neighborhood business districts and the commercial services they provide are the foundation of many centers, but in the broader set of center policies in this chapter, centers are conceived of as a focus for community services, gathering places, and housing growth, particularly in larger centers.

Subpolicy 5.17.a. supports the distribution of centers across the city to provide more equitable access to services. Currently, in many areas of the city, local services are scattered or missing, or they may lack safe and accessible pedestrian or bicycle connections.

Subpolicy 5.17.b. acknowledges that clustering destinations within compact, walkable centers not only makes destinations convenient for those living within walking distance, but for those living further away. Clustering destinations makes using transit or bicycles more practical and convenient and allows people who drive to an area to reach multiple destinations on foot. It also advances the idea that centers should be places that expand local access to services, providing barrier-free access for people of all ages and abilities. The subpolicy builds on the Portland Plan's concept of fostering a city that is a place for all generations.

Subpolicy 5.17.c. is based on the Portland Plan's Guiding Policy H-18 and recognizes that centers are part of an interconnected and interdependent system, in which transportation connections play a key role. This subpolicy incorporates existing Comprehensive Plan policies related to transit-oriented development (including Policies 2.11, 2.12, and 7.4, and Goal 6) and policy direction from the Portland Bicycle Plan for 2030 (2010) regarding the role of bicycles as part of a comprehensive transportation system. Fostering centers as places linked by quality transit service, where walking, biking, and wheelchair use are attractive options, is important to meeting goals from the Portland Plan and Climate Action Plan (2009) for achieving a 70 percent transit and active transportation mode split by 2035.

Other chapters also include policies related to centers, including:

- Housing: Policies 2.2.d., 2.3, 2.5, 2.7, and 2.8.
- Economic Development: Policies 3.51 through 3.59
- Community Services: Policy 6.7
- Transportation: Policies 7.5, 7.8, 7.10, 7.16, and 7.22

Policy 5.18. Focused growth, supports a greater focus on prioritizing locating housing near centers and corridors as places that provide access to services and jobs (expanding beyond the current prioritization of transit access). This policy is derived from existing Comprehensive Plan Policy 12.2.B but adds clarity regarding the role of centers and corridors in accommodating growth and serving as places of continuing evolution. This will allow other neighborhood areas (such as single-dwelling zones and lower density multi-dwelling zones) to be prioritized for a continuation of existing characteristics.

Centers

Policy 5.17 **Role of centers.** Enhance centers as places that serve as anchors to complete neighborhoods, providing concentrations of commercial and community services, housing, gathering places, and green spaces that allow Portlanders to meet their needs locally and live a healthy, active lifestyle.

5.17.a. Foster a range of centers across the city to enhance local, equitable access to services and expand housing opportunities.

5.17.b. Encourage the development of centers as compact and accessible places, where the street environment makes access by transit, walking, biking, and wheelchair safe and attractive.

5.17.c. Prioritize connecting centers to each other and to other key destinations by frequent and convenient transit and by quality pedestrian and bicycle networks.

Policy 5.18 **Focused growth.** Direct the majority of neighborhood growth and change to centers, Civic Corridors, and station communities, allowing the continuation of the residential scale and characteristics of Portland's neighborhoods in other areas.

Commentary

Policy 5.19. Focused investment, prioritizes investments in centers with deficiencies in infrastructure and services, as well as in centers intended to serve larger numbers of people (residents and works, existing and anticipated). The aim of this policy is to reduce disparities and maximize the number of people served by public investments. This prioritization is responsive to the limited resources available for public investment in infrastructure and public amenities.

Policy 5.20. Design of centers, supports the design of centers as compact places that are a focus of activity and development, that provide a quality, livable environment, and that contribute to the distinct identity of communities. This policy is informed by the Portland Plan's Guiding Policies H-7 and H-20.

Subpolicy 5.20.a. provides guidance on the geographic size of centers, which should be of a walkable scale to encourage active modes of transportation. Generally, destinations and high-density housing should be clustered within ½ mile of the core of a center. Large centers, such as the Central City and Gateway, should be designed around smaller sub-districts to provide this walkable access.

Subpolicy 5.20.b. supports greater building scale in centers than in surrounding lower density areas, in order to accommodate growth, services, and activities.

Subpolicy 5.20.c. is based on recommendations from the Portland Plan Urban Form Background Report (2009), as well as policy approaches from the Hollywood and Sandy Plan (2000), to base allowed building heights on right-of-way width. The intent of these recommendations is to achieve a good relationship between building scale and street space. From an urban design perspective, a building-to-street-width ratio ranging from 1:2 to 1:1 is generally considered desirable, providing both a good sense of spatial definition for the street space while keeping views of the sky within a pedestrian's peripheral view.

Subpolicies 5.20.d. and 5.20.e., which are based on the Portland Plan's Guiding Policy H-20, support maintaining and enhancing historic resources and other features that help define a center's identity. These features include built landmarks and natural features.

Subpolicy 5.20.f. encourages development in centers and Civic Corridors that is designed to support a vibrant pedestrian environment by incorporating features such as pocket plazas and space for outdoor seating as part of development. This subpolicy incorporates existing Comprehensive Plan policies that call for pedestrian-oriented environments in commercial areas, including Policies 5.6, 12.2.C and 12.4.D.

Subpolicy 5.20.g. ensures arts and culture will be an integral part of centers throughout the city. This subpolicy is based on current Comprehensive Plan Policy 12.5. See also Policy 5.31.

Policy 5.19 Focused investments. Prioritize and encourage public and private investment in infrastructure, community amenities, and community and commercial services in centers. Use strategic investments in centers to shape growth, balancing that with needed investments in areas that are deficient in infrastructure and services.

Policy 5.20 Design of centers. Encourage the development of centers as compact, livable urban places that reflect the character and cultures of the communities of which they are a part.

5.20.a. Design the size of centers and station communities around a walkable distance, focusing services and high-density housing near the center's core to provide walkable access to services.

5.20.b. Encourage building scale sufficient to accommodate the growth and activities intended to be focused in centers.

5.20.c. Encourage a scale of development in centers and Civic Corridors that is responsive to street width, allowing taller buildings on wider streets to realize opportunities for achieving a human scale of street enclosure and solar access.

5.20.d. Protect and enhance defining places and features of centers, including landmarks, natural features, and historic resources, as key elements that will continue to contribute to their evolving urban environment.

5.20.e. Encourage new development to include design elements that contribute to the distinct identities of centers.

5.20.f. Encourage development in centers and Civic Corridors to include amenities that enhance and enliven the public realm, provide a pedestrian-oriented environment, and provide opportunities for people to sit, spend time, and gather.

5.20.g. Include arts and culture as essential components of centers throughout Portland.

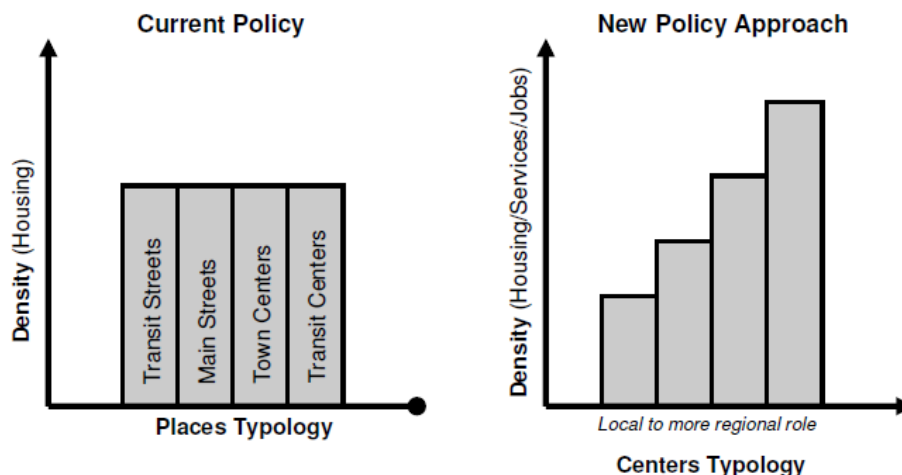
Commentary

Policy 5.21. Gathering places, is based on the Portland Plan’s Guiding Policy H-19 and reinforces the role of centers as a focus of community activity, interaction, and connection. Subpolicy 5.21.a. is from the Portland Plan’s Guiding Policy H-21 and encourages public plazas and other civic spaces to take advantage of opportunities to include art and to celebrate the identity of neighborhoods and their cultures. Subpolicy 5.21.b. supports approaches to the design and location of urban plazas that help ensure they are active places. Successful urban spaces are energized by having an interface with the activities of adjacent buildings, or have programmed activities. Without these design approaches, locating plazas and other urban open spaces in places that lack activity or people risks can result in underutilized “dead” space.

Policy 5.22. Typology of centers (see page 5-23), encourages a range of different types of centers. Existing Comprehensive Plan Policy 2.18, “Transit-Supportive Density,” calls for a similar intensity of development across a broad range of places and street corridors (a minimum of 15 units per acre within a quarter mile of transit streets, main streets, Town Centers, and transit centers). Policy 5.22, on the other hand, places priority on increasing housing densities near transit, with less of an emphasis on locating housing near commercial or community services. Since adoption of the 1980 Comprehensive Plan, policy approaches have evolved through community planning efforts (such as the Hollywood and Sandy and St. Johns/Lombard plans) that have prioritized growth in and around Town Centers, but this prioritization is not clearly reflected in the Comprehensive Plan. The Portland Plan called for expanding local access to services and fostering a system of Neighborhood Centers with concentrations of services and housing.

Policy 5.22. and its subpolicies provide a typology of centers that is more responsive to variation in the functions, activities, and scale of different types of centers and their differing roles in accommodating housing and employment growth. These policies:

- Prioritize locating housing near services and jobs (expanding beyond the current prioritization of transit access).
- Accommodate a variety of types of centers, with a gradient of development intensity with varying densities of housing, employment, and services.
- Provide a spectrum of centers across the city to improve local access to services.



Policy 5.21. Gathering places. Prioritize centers as locations for plazas and other gathering places to provide places for community activity and social connections.

5.21.a. Design civic spaces to include public art and to highlight the culture of neighborhoods and diverse communities.

5.21.b. Ensure that urban plazas are active places by encouraging community or commercial services to be adjacent to and relate their activities to urban plazas.

Commentary

Policy 5.22. Typology of centers (continued)

The Metro 2040 Growth Concept (2012) provides a typology of mixed-use places that includes Town Centers, main streets, and corridors. However, as mapped for Portland, differences between the Town Centers and main streets are more about form (district versus linear) than about function. Also, Portland has 157 miles of designated main streets and corridors, and the Metro 2040 Growth Concept provides little guidance as to which locations to prioritize for concentrations of activity and development. The centers typology provides a framework for identifying a range of centers, all of which would serve as hubs to provide local services, but allow for variation in scale and roles. The Metro 2040 Growth Concept design types were not adopted as City policy. The center typology policies will serve as Portland's implementation of this regional framework.

Policy 5.22. Typology of centers, provides a basis for a citywide system of centers, based on their function and scale, rather than whether they are districts or linear main streets. This policy will be used in during the Comprehensive Plan Update process to help community members identify what types of centers are appropriate in each community.

Subpolicy 5.22.a. establishes a function-based typology of centers (High-Capacity Transit access, substantial jobs component, sufficient land to support a broad range of commercial and community services).

Subpolicies 5.22.b. and 5.22.c. place Portland's Major Centers—the Central City and the Gateway Regional Center—as key parts of a broader citywide system of centers. These subpolicies link these Major Centers' roles in the city and region as places of focused activity, employment, and transit access, with a corresponding scale of development and roles in accommodating growth. They also place a corresponding emphasis on these Major Centers as locations for community services and public squares.

Subpolicy 5.22.b. supports continuation of the Central City's central role in the city and region, in accordance with existing policy and policy under development for the Central City 2035 project. Subpolicy 5.22.c. supports strengthening the role of the Gateway Regional Center as eastern Portland's Major Center, encouraging the development of Gateway as a hub for jobs and community services in a part of the city that has a large population but has lacked local access to jobs and community services. This supports policy for Gateway found in the Outer Southeast Community Plan (1996).

Policy 5.22 Typology of centers. Establish a range of types of centers of differing functions, level of activity, level of investment, and scale and intensity of development.

5.22.a. Prioritize growth and high-density housing in centers that have High-Capacity Transit access, are close to substantial amounts of jobs, and have sufficient land to support a broad range of commercial and community services.

5.22.b. Central City. Enhance the role of the Central City as the region's premier center, anchoring an interconnected system of centers. The Central City's concentrations of jobs, services, and civic and cultural institutions support the commercial and cultural life of the city and region. The following components (among others) support the key regional role of the Central City:

- Highest levels of transit access in the city.
- Concentration of employment, institutional, and civic components.
- Full range of commercial and community services.
- High-density housing and high-rise buildings.
- Public squares that serve as community gathering places and venues for important civic functions.
- Important role in accommodating regional growth.

5.22.c. Gateway Regional Center. Enhance Gateway as eastern Portland's largest center, serving the area and region as a hub of employment and community services. The following components (among others) support the regional role of the Gateway Regional Center:

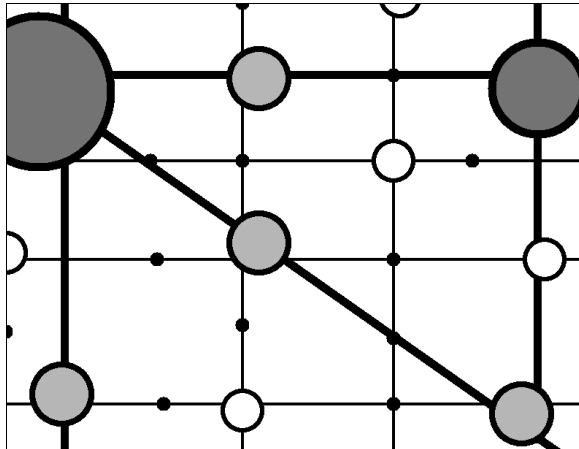
- Role as a High-Capacity Transit hub.
- Major employment, institutional, and civic components.
- Full range of commercial and community services.
- High-density housing and mid- to high-rise buildings.
- Public squares that serve as community gathering places.
- Important role in accommodating growth.

Commentary

Policy 5.22. Typology of centers (continued)

The Metro 2040 Growth Concept (2012) identifies six Town Centers in Portland: Hollywood, St. Johns, Lents, Hillsdale, West Portland, and Raleigh Hills. Not all these centers have a broad range of services and community amenities or provide much capacity for additional housing. Some areas of the city do not include designated centers. Some places designated in the Metro 2040 Growth Concept (2012) as main streets, such as the Northwest District's cluster of main streets (NW 21st, 23rd, and Thurman) or Southeast Portland's series of main streets (Belmont, Hawthorne, and Division) have a focus of activity, services, and housing that exceed those of designated Town Centers. Portions of Portland's 157 miles of main streets and corridors, such as the Woodstock business district, the SE 122nd and Division area, and the Roseway/International District on NE Sandy, are locations of concentrated activity and function as centers for surrounding neighborhoods. However, these de facto centers are not differentiated in existing policy as key places within a longer corridor.

Conceptual diagram of a network and typology of centers of varying scale and function



Smaller commercial nodes fill in service gaps between centers.

Subpolicy 5.22.d. identifies Town Centers as large centers that have (or are intended to have) High-Capacity Transit connections, significant employment or civic components, and sufficient land area to support a broad range of commercial and community services. This subpolicy sets a target for Town Centers to accommodate 7,000 households – enough population to support a full-service neighborhood business district anchored by a grocery store. Consistent with their role as community anchors and in accommodating growth, Town Centers include mid-rise buildings (typically up to five to seven stories) that are larger in scale than buildings in other centers. They are also priority locations for a broader range of community services and will include public squares. Some Town Centers may include more than one main street located nearby (such as the Northwest District's series of main streets).

Examples of places with Town Center characteristics include the currently designated Hollywood and Lents Town Centers, the Northwest District, and the Interstate Corridor/Killingsworth area. Some of these examples include institutions such as hospitals, colleges, and other major employers, providing additional people and activity.

5.22.d. Town Centers. Enhance Town Centers as places that serve a broad area of the city and have an important role in accommodating growth. Designate and enhance Town Centers to provide the following functions:

- Regional transit connections (light rail or other High-Capacity Transit).
- Significant employment and/or civic components.
- Full range of commercial and community services.
- High-density housing and mid-rise commercial and mixed-use buildings.
- Public squares that serve as community gathering places.
- Important role in accommodating growth, with capacity for at least 7,000 households (or equivalent mix of residents and workers) within a ½-mile radius of their core, providing for enough population to support a full-service neighborhood business district.

Commentary

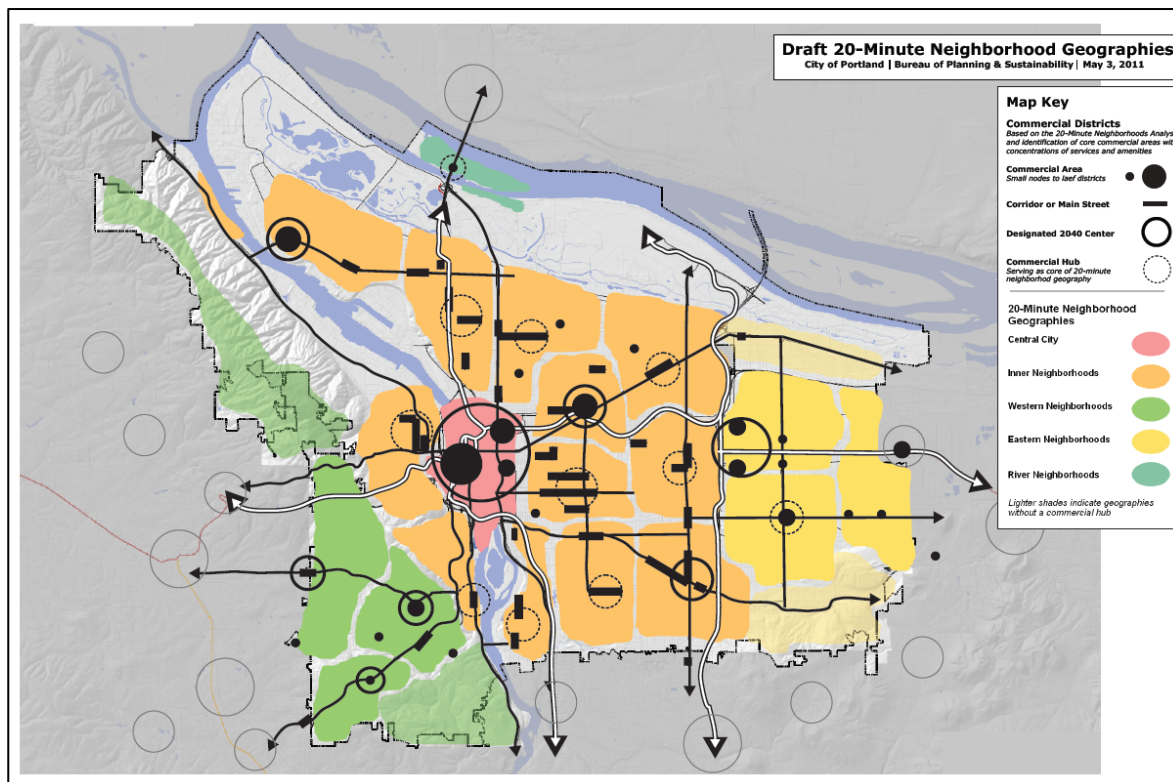
Policy 5.22. Typology of centers (continued)

Subpolicy 5.22.e. identifies Neighborhood Centers as smaller centers that provide (or have sufficient commercial/mixed-use land area to provide) a broad range of commercial and community services but that have a minor employment component and may not have High-Capacity Transit. This subpolicy establishes a target for Neighborhood Centers to accommodate a population of 3,500 households – about half the population needed to support a full-service neighborhood business district anchored by a grocery store. (Surrounding neighborhoods would provide the rest of the population needed to support center services.) Neighborhood Centers will consist primarily of low- to mid-rise buildings (typically up to four to five stories).

Examples of places that have some of these Neighborhood Center characteristics include the designated St. Johns and Hillsdale Town Centers and the SE 122nd Avenue/Division area.

Subpolicy 3.59.c. in Chapter 3, “Economic Development,” complements the system of centers by encouraging neighborhood business districts and corner markets to fill in service gaps in neighborhood areas located between centers. This policy approach addresses a Portland Plan objective for the year 2035 that 90 percent of Portlanders live within ½ mile of a store that sells healthy, affordable food. Currently the majority of Portlanders do not have this access.

Portland Plan map of existing places that serve as centers of activity and services for surrounding neighborhoods (from 20-Minute Neighborhoods Analysis Background Report)



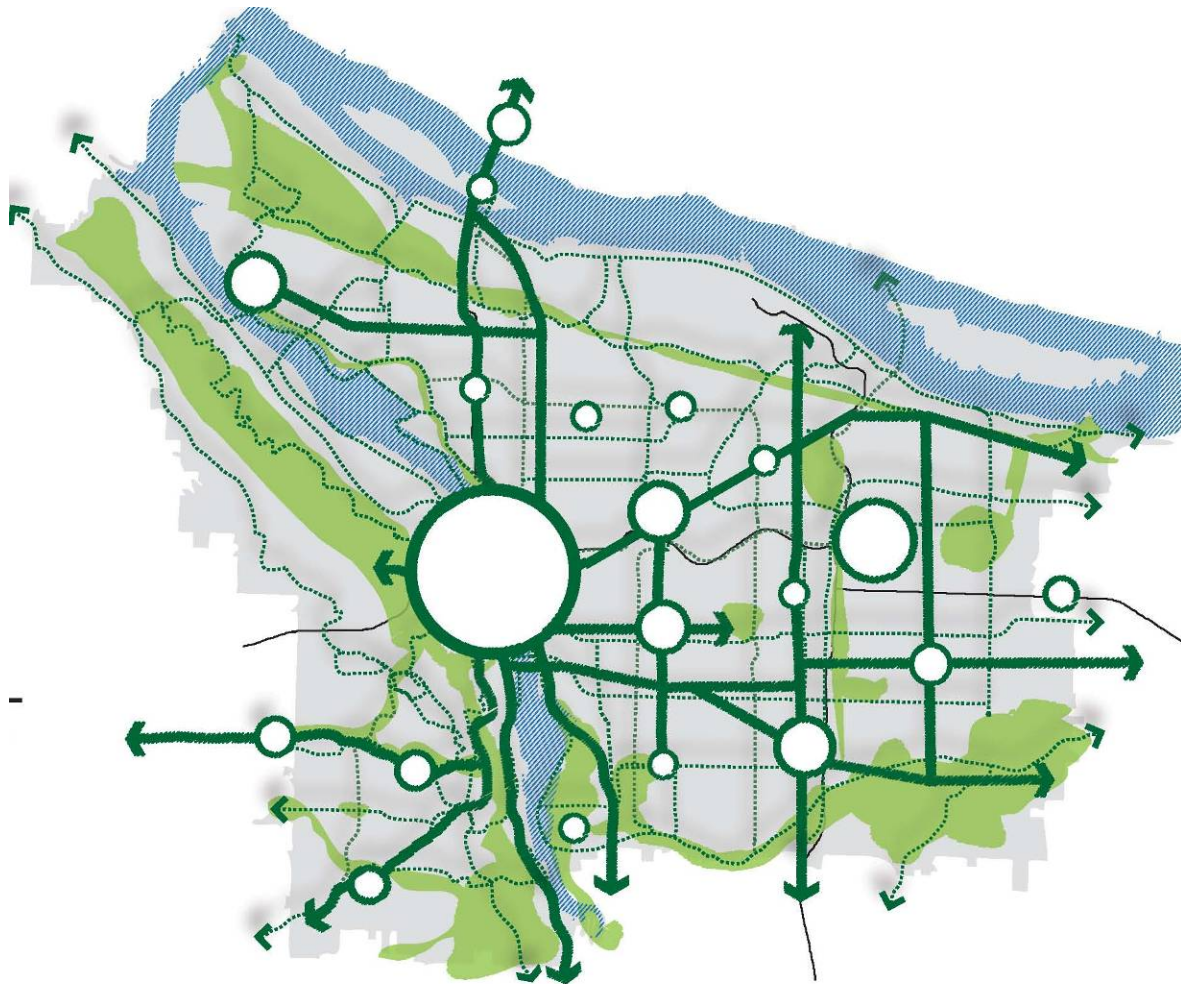
5.22.e. Neighborhood Centers. Enhance Neighborhood Centers as places that primarily serve adjacent neighborhoods and provide opportunities for additional housing choices. Designate and enhance Neighborhood Centers to provide the following functions:

- Transit connections (primarily frequent service bus).
- A broad range of commercial services and community services (but a smaller range than Town Centers).
- A mix of compact housing and low- to mid-rise commercial and mixed-used buildings.
- Small plazas or parks that serve as community gathering places.
- Moderate role in accommodating growth, with capacity for at least 3,500 households within a ½-mile radius of their core, providing for about half the population needed to support a full-service neighborhood business district.

Corridors and connections

Policy 5.23. Corridors and connections, supports the enhancement of a range of key connections that serve together with centers as key organizing components in the design and structure of Portland and its neighborhoods.

The Portland Plan’s Healthy Connected City Network, a conceptual diagram showing centers linked by Civic Corridors and Greenways



Corridors and connections

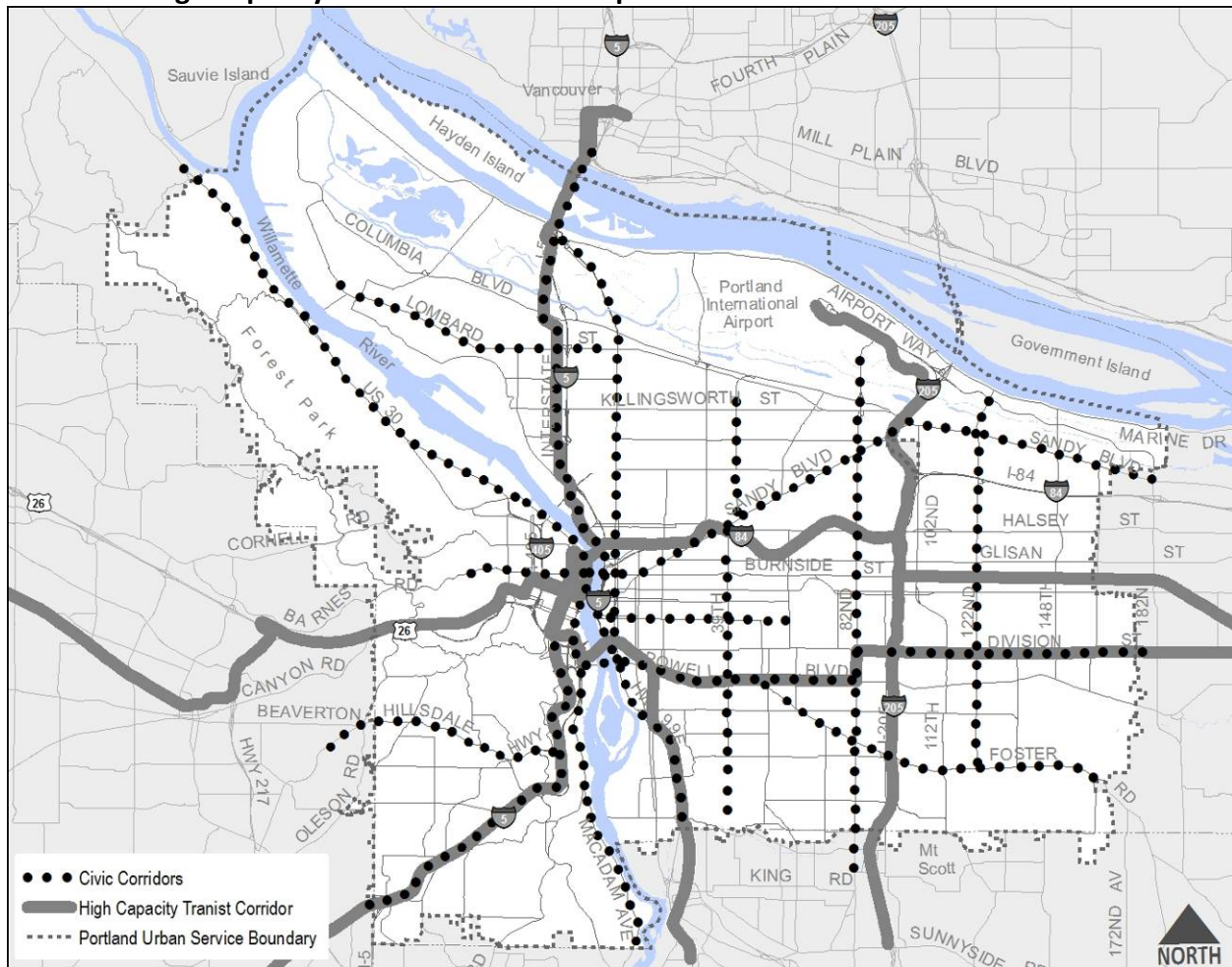
Policy 5.23 Corridors and connections. Enhance Civic Corridors, High-Capacity Transit, and city Greenways as key connections and distinctive organizing elements in the design and structure of the city and its neighborhoods.

Commentary

Corridors and connections (continued)

Policy 5.24. Civic Corridors, is based on the Portland Plan’s Healthy Connected City strategy. Civic Corridors are some of Portland’s widest streets and major transit corridors (such as Sandy, Barbur, and Foster) that connect centers to each other and the Central City. Besides their key transportation functions, which typically include major traffic and freight roles as well as transit, Civic Corridors are intended to include places with transit-supportive densities of housing, commercial, or employment uses. Civic Corridor policies are intended to support transformation of Portland’s most important streets into premier streets that are enjoyable places to live, work, and gather, and that incorporate ecological function into their design.

Portland’s High Capacity Transit Corridors and potential Civic Corridors



Corridors and connections (continued)

Policy 5.24 Civic Corridors. Enhance the city’s most prominent and widest streets as distinctive civic places of community pride that connect centers, help unify the city and region, and are models of ecological design.

5.24.a. Encourage transit-supportive densities of housing and/or employment along Civic Corridors.

5.24.b. Encourage development and street improvements along Civic Corridors that contribute to them being urban places that provide livable environments for people who live and work there.

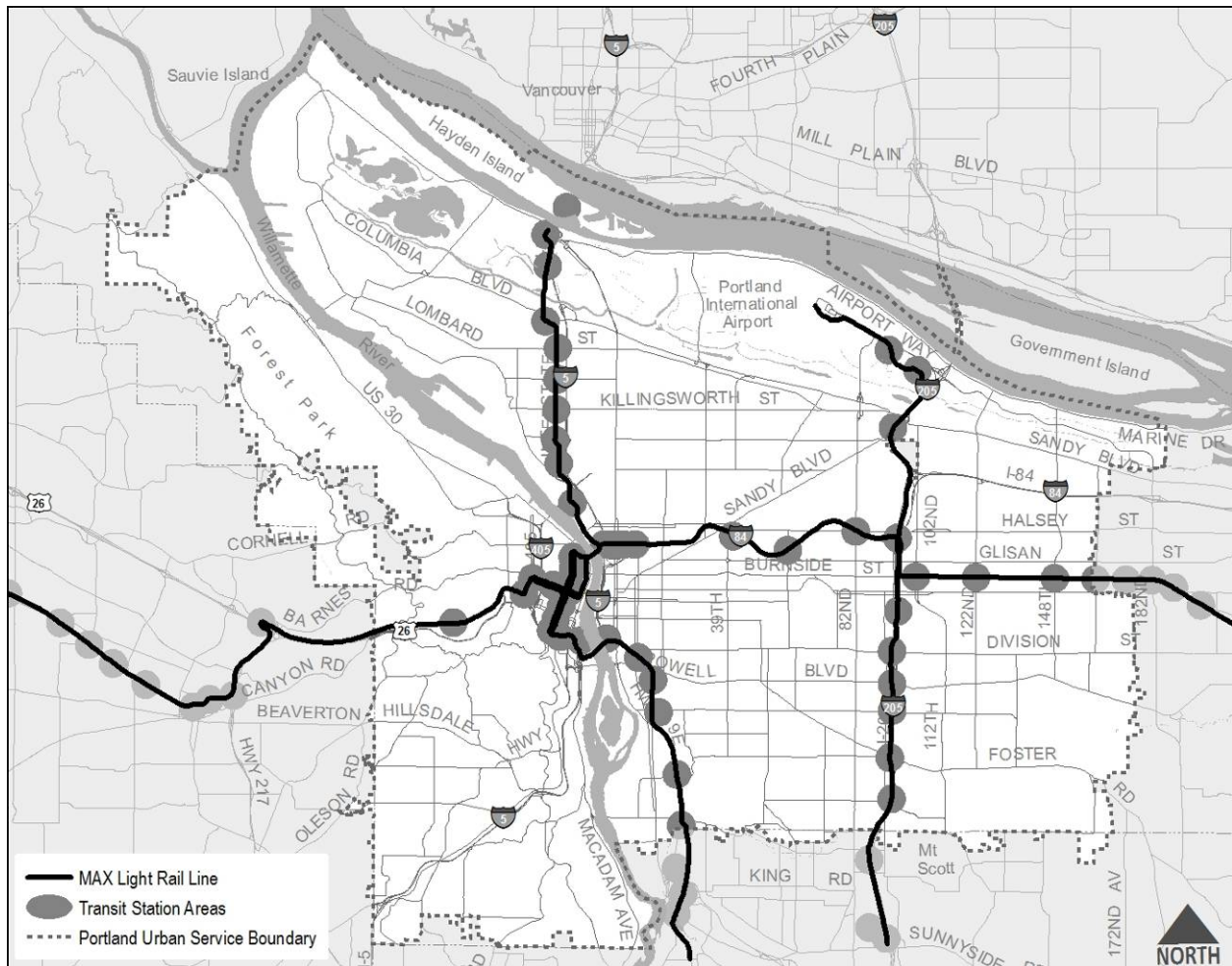
5.24.c. Enhance Civic Corridors as unifying places of community identity and activity rather than as boundaries that divide the city.

Commentary

Corridors and connections (continued)

Policy 5.25. Transit station areas, supports enhancing areas around High-Capacity Transit stations as transit-oriented places. High-capacity transit currently consists of the region's light rail system but in the future might also include bus rapid transit or other types of High-Capacity Transit. This policy places the greatest priority for transit station area growth in station areas located in centers. The goal is to maximize housing opportunities in areas that are rich in both transit and services.

Portland's Transit Station Areas



Corridors and connections (continued)

Policy 5.25 Transit station areas. Encourage transit-oriented development patterns, transit-supportive concentrations of housing and jobs, and multimodal connections focused around light rail and other High-Capacity Transit stations.

5.25.a. Strive to integrate light rail stations into their surrounding communities, prioritizing the location of high-intensity land uses near stations and enhancing connections to key destinations beyond the station area.

5.25.b. Establish a range of types of transit station areas, with activities and development intensities responsive to land use priorities for the areas they serve.

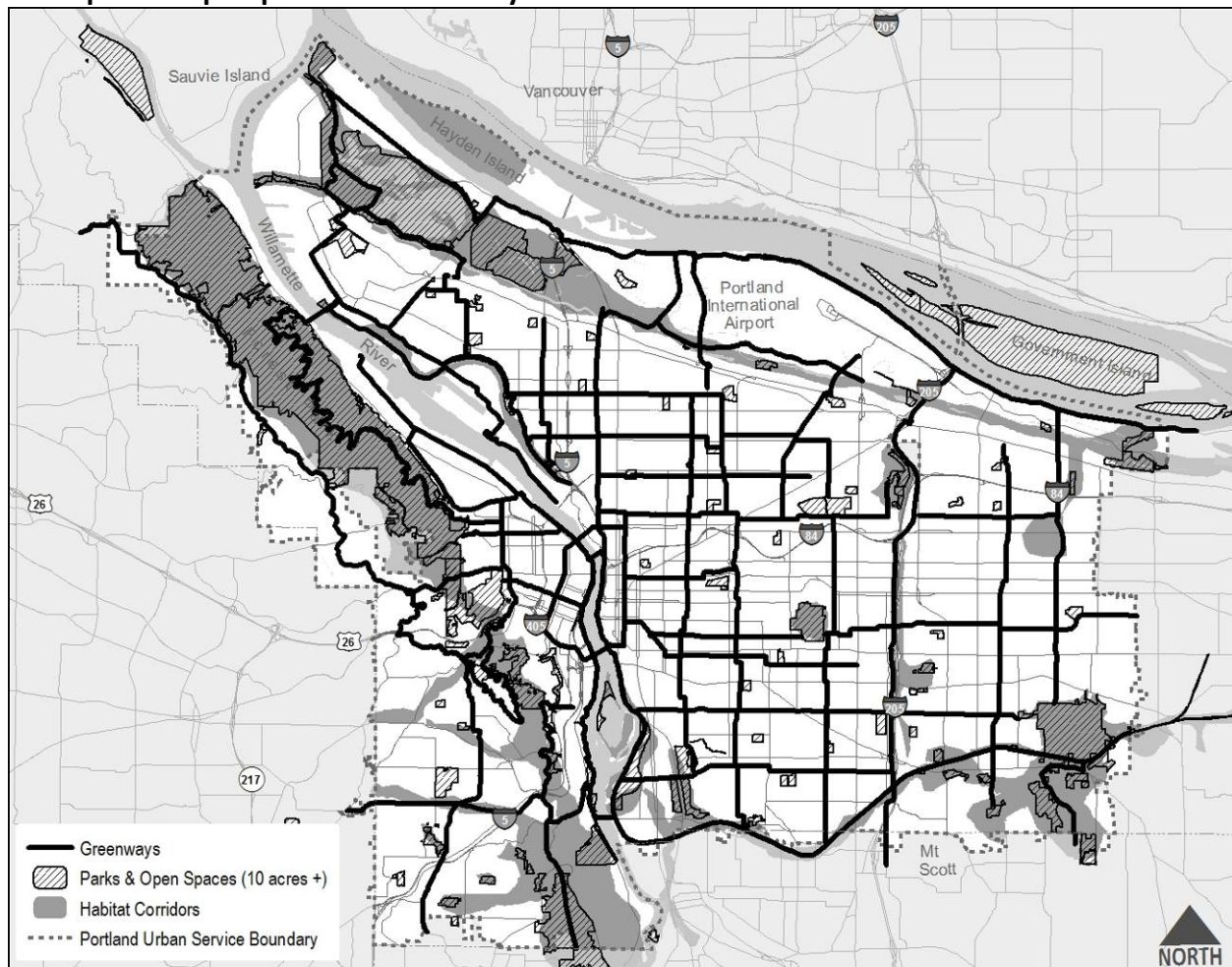
5.25.c. Prioritize growth in transit station areas located in or near centers.

Commentary

Corridors and connections (continued)

Policy 5.26. Greenways, comes from the Portland Plan. Greenways are one of the primary components of the plan's Healthy Connected City Network, serving as a system of distinctive green connections that support active living by making it easier to reach destinations across neighborhoods and the city by walking, biking, or wheelchair. This Greenways system will build on the achievements of Portland's bicycle, pedestrian, green street, and parks and open space systems but integrate these approaches within a prioritized system of distinctive green connections linking key community destinations.

Conceptual map of potential Greenways



Corridors and connections (continued)

Policy 5.26 Greenways. Create a citywide network of Greenways that provide distinctive and attractive pedestrian- and bike-friendly green streets and trails that link centers, parks, schools, rivers, natural areas, and other key community destinations.

5.26.a. Strive for an integrated Greenway system that includes regional trails through natural areas and along Portland's rivers, connected to green streets and other enhanced streets that provide connections to and through the city's neighborhoods.

5.26.b. Prioritize multi-objective approaches that draw on and contribute to Portland's pedestrian, bicycle, green street, and parks and open space systems.

Public realm and the street environment

The policies in this section focus on Portland’s “public realm” of streets and public open spaces. The public realm is the system of public spaces; this includes the public frontage of buildings and other adjacent elements that together form the physical environment in which public life is experienced in the city. Public spaces do not exist in isolation. They are framed, shaped by, and interface with adjacent buildings and development.

Policies 5.27. Streets as public spaces, and 5.28., Development and street design, are based on concepts from the Portland Plan and the Portland Plan Urban Form Background Report (2009) that encourage considering streets for their role in transportation as well as in supporting the livability of those who live and work along them. These policies support greater use of Portland’s most abundant public space—streets, which occupy nearly 20 percent of Portland’s land area—and more intention about the kinds of places we are trying to foster around them. Policy 5.25 builds on increasing community interest in expanding the possibilities of streets, such as efforts to re-purpose streets as community plazas, convert unused streets to trails, and transform unimproved streets as places for community gardens, pocket parks, or pedestrian and bike connections. Additional policies related to this concept can be found in Chapter 6, “Public Facilities” (see Rights-of-Way) and Chapter 7, “Transportation.”

Subpolicy 5.28.b responds to issues identified through the Infill Design Project and the SE 122nd Avenue Study (2010) regarding the negative impacts of traffic-heavy streets on livability, especially in corridors zoned for multidwelling development where many people are (or will be) living.

Policy 5.29. Pedestrians and accessibility, is based on existing Comprehensive Plan Policy 12.4 (Provide for Pedestrians), which has been revised to include accessibility for people of all abilities as part of policies regarding pedestrians. This policy is about not just pedestrian facilities in streets but designing development in general to contribute to the creation of places that enhance the experience of pedestrians. Subpolicy 5.29.b is based on policy approaches that have evolved and been applied through a range of projects (including the Base Zone Design Standards, Infill Design Code Amendments, and various design guidance documents) that emphasize the importance of buildings with windows and other features oriented to the street, both for purposes of pedestrian-oriented design and for security (“eyes on the street”).

Policy 5.30. Open space network, identifies the importance of the interconnected system of public open spaces in expanding opportunities for all Portlanders

Public realm and the street environment

Policy 5.27 Streets as public spaces. Encourage the design and development of streets as places that are part of a broader system of public spaces, not just as spaces for passing through.

5.27.a. Encourage opportunities for streets to serve as places for community interaction, environmental function, open space, recreation, and other community purposes.

5.27.b. Consider both the place and transportation functions when designing and programming each street.

5.27.c. Where streets intersect natural features, such as streams or other Habitat Corridors, use design approaches that acknowledge and celebrate these natural features and facilitate wildlife connections.

Policy 5.28 Development and street design. Consider the role of adjacent development in framing, shaping, and activating the public space of streets. Guide development to create the kinds of places and street environments intended for different streets.

5.28.a. Maintain and enhance commercial areas that include storefront character and/or are on transit streets by requiring development oriented to pedestrians.

5.28.b. Along busy streets that are predominantly residential, encourage landscaped front setbacks and other design approaches that highlight these streets' residential character and provide a buffer for residents from street traffic.

Policy 5.29 Pedestrians and accessibility. Enhance Portland as a place that is experienced most intimately by pedestrians, including all those who walk, use wheelchairs, or otherwise experience the city from its sidewalks.

5.29.a. Strive for a built environment designed to provide a safe, comfortable, and attractive environment for pedestrians of all ages and abilities.

5.29.b. Encourage development to be designed to enhance the pedestrian experience, with windows, entrances, pathways, and other features that provide connections to the street environment.

Policy 5.30 Open space network. Encourage the development of a system of interconnected open spaces extending throughout the city.

5.30.a. Encourage the design of open spaces to bring people together, create opportunities for active living and cultural exchange, provide solitude and a place for retreat, attract a broad range of people, and enhance the vibrancy of surrounding neighborhoods.

Commentary

Policy 5.31. Arts and culture, encourages the preservation and enhancement of arts and culture as an essential component of a thriving and sustainable city. Public art, cultural amenities, and events enrich people’s lives by offering educational experiences, enlivening public spaces, and contributing to the local economy—all of which help to build a sense of community and identity for an area. The policies expand the current Comprehensive Plan’s focus on public art to include arts and culture events and programs.

This policy is based on existing Comprehensive Plan Policy 12.5 (Promote the Arts), which encourages public art in both private and public new buildings and capital improvements as well as the use of art to emphasize important places, transitions, and gateways within the city. The policy also incorporates ideas discussed by the Arts, Culture and Innovation Technical Action Group as part of the Portland Plan that called for (1) improving access to art, and (2) developing an economic strategy for art.

Policy 5.31.a. addresses the use of arts and culture to help define the character of an area and accentuate urban design elements such as transitions, gateways, or focal points. Examples include the Roseway neighborhood mural at NE 72nd and NE Sandy and the arches marking the entrance into the Laurelhurst neighborhood.

Policy 5.31.b. is from existing policy (12.5.A) and is implemented, in part, through the City’s Percent-for-Art program, which requires public projects to dedicate 2 percent of a project’s costs for the purchase and installation of public art. This program is monitored by the Regional Arts and Culture Council (RACC).

Policy 5.31.c. is from existing policy (12.5.B) and is implemented through regulations like the Central City Plan District “Percent for Art” bonus option where private developers who commit funds to public art receive bonus floor area in their buildings. The art must be approved by the Regional Arts and Culture Council (RACC).

Policy 5.31.d. calls for increased access to arts and culture through events and programs such as community art classes, neighborhood theatre, and literary speakers. By supporting both public and private efforts, this subpolicy recognizes that many nonprofits and private organizations provide opportunities for people to participate in arts and culture.

Policy 5.31 Arts and culture. Encourage the expression and installation of art that can be experienced by all Portlanders throughout the city.

5.31.a. Encourage art that celebrates the unique identity and culture of centers and accentuates urban design elements such as transitions, focal points, and gateways.

5.31.b. Provide a part of the construction cost of public projects for the purchase and installation of art.

5.31.c. Create incentives for the provision of public art as part of private development projects.

5.31.d. Encourage public and private efforts throughout the city that increase opportunities to participate in arts and culture events and programs for both patrons and artists.

Commentary

Transitions

These policies address transitions between areas of differing types of activity and scale of development, such as locations where centers and corridors interface with adjacent lower-intensity residential zones. The current Comprehensive Plan provides little direct guidance on this topic. These policies support measures that improve relationships between development scales and uses in an attempt to address and mitigate livability impacts. Implementation approaches should allow for some degree of certainty, as well as flexibility and creativity in addressing transition issues.

Policy 5.32. Scale and form transitions, supports transitions in height and scale where higher density zoning is adjacent to single-dwelling zoning. The differences in scale of development can pose problems for solar access and privacy, as well as stark contrasts in scale between higher and lower density areas. The policy reflects approaches used in recent planning projects, such as the Interstate Corridor and Division Green Street/Main Street projects, that included provisions for the height of buildings to step down in scale in areas adjacent to single-family zoning. Development transitions can be implemented in various ways such as map designations, development standards, and design tools.

Policy 5.33. Use transitions, responds to community concerns about the negative impacts of commercial and industrial activity on adjacent residential areas, and also about the impacts of non-industrial development on adjacent industrial sanctuary areas. This policy is based on existing Comprehensive Plan Policies 2.23 and 5.9. A key function of centers and corridors is to serve as places of focused community activity. This policy works in conjunction with other center and corridor policies to provide a policy framework that supports the role of centers and corridors in serving as places of activity, while limiting impacts on adjacent residential and industrial areas.

Subpolicy 5.33.d. recognizes that industrial sanctuaries are vulnerable to encroachment by incompatible uses. This policy encourages new non-industrial development located close to industrial sanctuaries to use design approaches, such as landscaping and other buffering elements, that minimize exposure of residents and other people to nearby industrial activities in industrial sanctuaries, in order to minimize conflicts.

Policy 5.34. Transitional urbanism, encourages the use of areas in transition to becoming more urban places to foster creativity and activity while supporting experimentation in use (demonstration sites for solar capture, food carts, parklets, and so forth). It reflects needs cited in the Central City 2035 Concept Plan (2012).

Transitions

Policy 5.32 **Scale and form transitions.** Improve transitions in scale that address differences in urban form where lower intensity areas abut higher intensity centers.

5.32.a. Create transitions in building scale in locations where higher-density development is adjacent to single-dwelling zoning.

5.32.b. Ensure that new high-density and large-scale infill development adjacent to single dwelling zones incorporates design elements that soften transitions in scale and strive to protect light and privacy for adjacent residents.

Policy 5.33 **Use transitions.** Improve the interface between non-residential activities and residential areas in areas where commercial or employment areas are adjacent to residential zoned land.

5.33.a. Strive to buffer low-density areas from the uses and activities of adjacent higher density areas.

5.33.b. Strive to minimize the impacts of auto-oriented uses, vehicle areas, drive-throughs, signage, and exterior display and storage areas on residential areas.

5.33.c. Protect non-industrial lands from the potential adverse impacts of industrial activities and development.

5.33.d. Ensure that new residential and high-density development adjacent to industrial sanctuaries incorporates design elements that soften the transition in land use and protects the viability of long-term industrial operations.

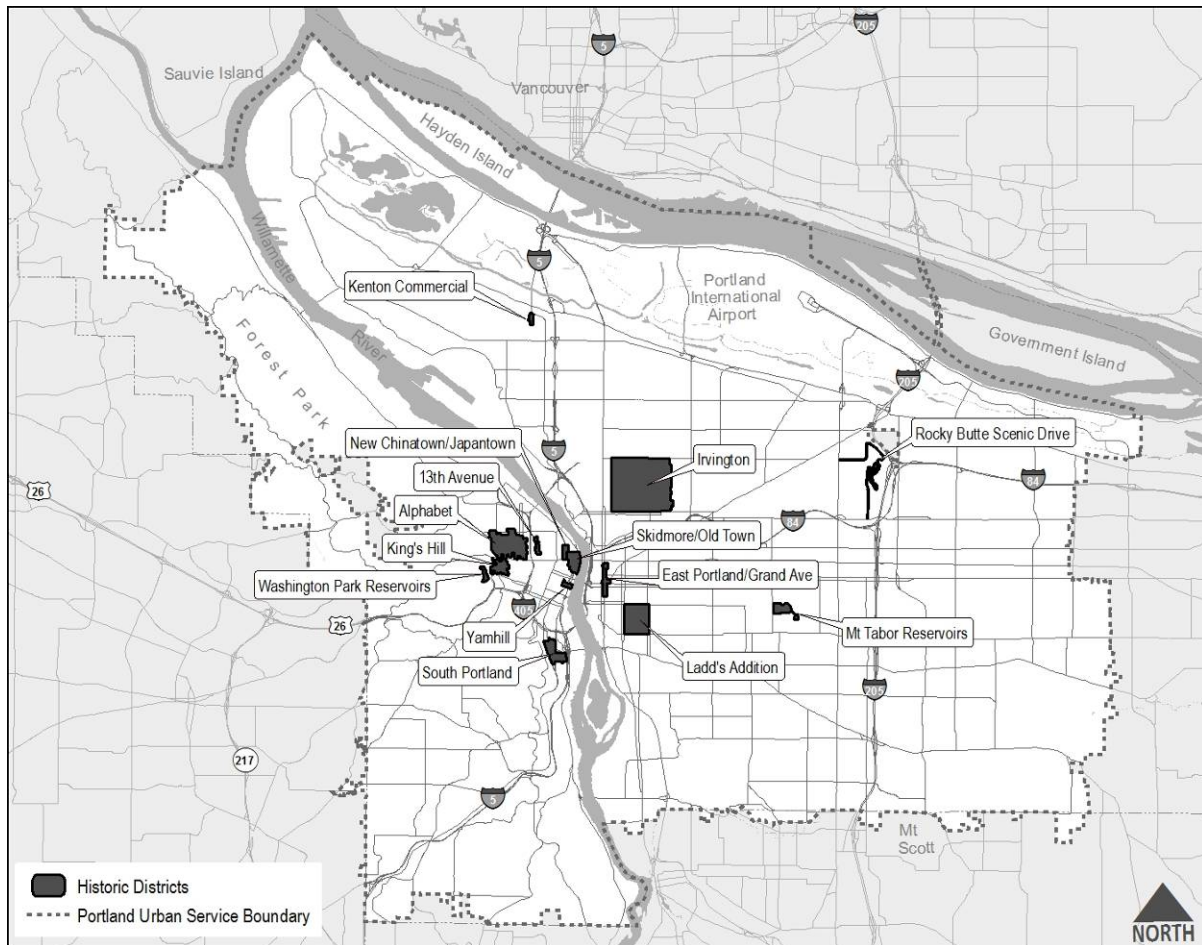
Policy 5.34 **Transitional urbanism.** Encourage temporary places and activities in areas that are in transition to becoming more urban places, to promote innovation, experimentation, vibrancy, and interaction.

Commentary

Historic and cultural resources

Historic and cultural resources play a vital role in defining Portland's sense of place and the character of its neighborhoods, and they are relevant to several policy areas, including urban design and development, neighborhood character/vitality, accommodating density, arts and culture, sustainability, and economic development. Since the Comprehensive Plan was adopted in 1980, the number of designated historic resources has grown from 200 historic landmarks and two small historic districts to more than 670 individual historic landmarks, 14 historic districts, and six conservation districts. More than 60 percent of the city's buildings are at least 50 years old, creating a vast pool of potentially significant properties.

Portland's historic districts



Policy 5.35. Historic and cultural resource protection, provides the basis for preservation strategy and priorities. This policy incorporates and updates existing Comprehensive Plan Policies 3.4 and 12.3, to include new priorities and a broader view of historic and cultural resources. It also incorporates changes in state law and generally provides more guidance. It reflects the Portland Plan's Guiding Policies H-7, H-20, and H-30, as well as Action 112.

Historic and cultural resources

Policy 5.35 Historic and cultural resource protection. Protect and restore old and historic buildings and places that contribute to the distinctive character and history of Portland's evolving urban environment.

5.35.a. Consider the distinctive characteristics and history of Portland's neighborhoods when making decisions regarding growth, urban design, and the design of public improvements.

5.35.b. Encourage development that fills in vacant and underutilized gaps while preserving and complementing historic resources.

5.35.c. Protect, restore, and improve historic buildings along Civic Corridors to enhance the pedestrian realm and create a unique sense of place and neighborhood identity.

5.35.d. Protect potentially significant historic structures from demolition until the City can determine the significance of the structure and explore alternatives to demolition.

5.35.e. Maintain active stewardship of City-owned historic resources.

5.35.f. Encourage historic preservation in areas that are underrepresented by historic preservation efforts and programs.

5.35.g. Coordinate with Portland's diverse communities to identify and preserve places of historic and cultural significance.

Historic and cultural resources (continued)

Statewide Planning Goal 5 protections for historic resources changed in the mid-1990s and no longer cover as many property types. Inventory requirements were eliminated, along with Economic, Social, Environmental, and Energy (ESEE) analysis. The city is no longer able to locally designate individual properties or create local historic districts without owner consent. In response, Portland’s approach to preservation planning has shifted to encourage preservation activities but cannot require them to occur—other than for properties with the regulatory protections required by the state.

Policy 5.35. Cultural heritage, supports a more inclusive approach to historic preservation that reflects a broader awareness and appreciation of cultural diversity, complex social and cultural histories, significant places, and common civic heritage. This policy reflects Oregon Revised Statute 358.605, which recognizes cultural heritage as one of the state’s most important and valuable assets. The policy updates existing Comprehensive Plan Policies 12.3.F and 5.45. It also reflects the intent of Oregon Revised Statute 358.905-358.961, which addresses archaeological objects and sites.

Sustainable design and development

Policy 5.37. Resource-efficient development, supports sustainable development approaches at a range of scales, from the location of development to building materials. Examples include:

- Designing buildings that are affordable to operate and maintain, are durable over time, and that include flexible spaces for changing living situations.
- Locating development close to transit, parks, grocery stores, and other amenities.
- Use of non-toxic materials, energy-efficient appliances, and weatherization.
- Reuse, rehabilitation, and restoration of existing structures.

This policy incorporates elements of existing Comprehensive Plan Policy 4.3 and 4.5. Subpolicy 5.37.a. is adapted from existing Comprehensive Plan Policy 11.4. This approach can reduce the need for new infrastructure, thus reducing resource use and costs.

Policy 5.38. Rehabilitation and adaptive reuse, promotes strategies and initiatives that connect historic preservation and sustainable development to increase the long-term viability of historic structures. This policy updates existing Comprehensive Plan Policies 4.5, Housing Conservation, and 5.1, Urban Development and Revitalization, and the Portland Plan’s Guiding Policy H-22.

Policy 5.36 Cultural heritage. Protect and enhance cultural heritage structures and sites as valuable and important public assets.

5.36.a. Encourage awareness and appreciation of cultural diversity and the social significance of historic places and their role in enhancing community character and sense of place.

5.36.b. Protect and preserve archaeological resources in place.

Sustainable design and development

Policy 5.37 Resource-efficient development. Encourage sustainable development practices by promoting the efficient use of land and infrastructure, conservation of natural resources, easy access to active transportation, proximity to services and parks, and energy and water efficiency.

5.37.a. Encourage densities, development locations and land uses that will maximize existing and planned infrastructure capacity.

5.37.b. Encourage use of technologies, techniques, and materials in construction that result in the least environmental impact over the life cycle of the structure.

5.37.c. Encourage flexibility in the division of land, the siting of buildings, and other improvements to reduce new development's impacts on environmentally sensitive areas.

5.37.d. Encourage use of resource-efficient and non-toxic materials and energy-efficient practices.

Policy 5.38 Rehabilitation and adaptive reuse. Encourage rehabilitation and adaptive reuse of culturally and architecturally significant historic buildings to conserve natural resources, reduce waste, and model stewardship of the built environment.

5.39.a. Enhance the long-term viability of historic structures and improve public safety through seismic and energy efficiency retrofits.

5.39.b. Encourage maintenance and rehabilitation of viable buildings over demolition and new construction.

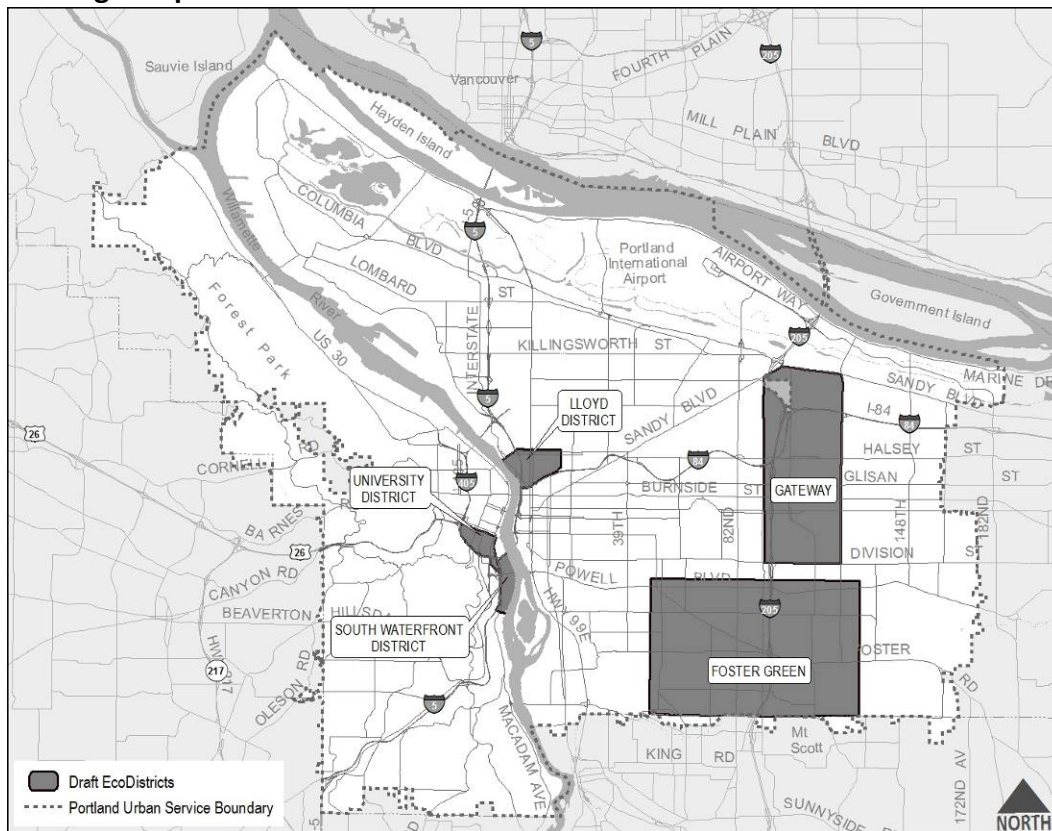
Commentary

Policy 5.39. Energy conservation and ecodistricts, promotes maximum energy efficiency, based on the Portland Plan’s Guiding Policy H-22, Oregon Statewide Planning Goal 13: Energy, and existing Comprehensive Plan Goal 7: Energy.

Subpolicy 5.38.a. promotes district scale energy efficiency, commonly referred to as an “ecodistrict.” This policy supports ecodistrict projects like the pilots in Foster Green, Gateway, Lloyd, South Waterfront, and South of Market. Subpolicy 5.38.b. encourages low-carbon district energy systems, an infrastructure design strategy to significantly improve building energy efficiency and reduce carbon emissions. By sharing equipment between many buildings, these systems can also save space, construction costs, and ongoing operating and maintenance expenses. This policy supports existing district energy efforts in key opportunity sites and expansion of existing systems. This policy supports objectives in the Climate Action Plan (2009) and updates existing Comprehensive Plan Policy 7.8.

To achieve carbon emission goals, emissions from buildings must be reduced by much more than can be accomplished through energy retrofits alone. Policy 5.38.c. encourages new buildings that generate more energy from clean sources than they consume, so a net emissions reduction results. Although Oregon has energy performance standards for new construction, the City has a critical role in enforcing those standards. Oregon’s REACH code sets forth a path toward net-zero energy in new construction by 2030. The Climate Action Plan (2009) establishes a comparable objective.

Existing and potential eco-districts in Portland



Policy 5.38 **Energy efficiency and ecodistricts.** Encourage energy efficiency and the creation of district energy systems.

5.38.a. Encourage and promote energy efficiency and the use of solar and other renewable resources in individual building and at a district scale in centers.

5.38.b. Encourage the development of low-carbon district energy systems.

5.38.c. Encourage developments that generate more energy than they consume.

Designing with nature

Policy 5.40. Natural landscape, draws from current Comprehensive Plan Policies 12.1C, 12.1G, and 12.1H and supports improved physical and visual access to major form-giving natural features in the landscape of the city. The policy roots the Comprehensive Plan in the city's physical location by encouraging designs that reflect, celebrate, and respond to these features.

Policy 5.41. Mimicking nature, acknowledge that meeting watershed health goals in Portland will depend not only on protecting and enhancing natural resources but also on our ability to integrate nature and natural functions into the design of our buildings, sites, streets, and neighborhoods. Designing with nature presents an opportunity to achieve healthier, more vibrant, and more equitable communities over time, and to address some of the impacts of urbanization (such as the urban heat island effect) on vulnerable populations. The draft policies incorporate direction provided in recently adopted City plans, including the Portland Watershed Management Plan (2005), Climate Action Plan (2009), Urban Forestry Management Plan (2004), Portland Natural Hazard Mitigation Plan (2010), and Portland Plan.

Policy 5.42. Hydrologic function, emphasizes the importance of designing development to avoid impacts on hydrologic functions (meaning how water moves through the landscape), particularly in areas where managing stormwater onsite is difficult. Functions like stormwater detention and filtration by soils and plants affect overland flow, streamflows, and groundwater. Impaired hydrologic functions can cause or contribute to problems such as landslides, flooding, stream pollution, high stream temperature, and stream bank erosion.

Policy 5.43. Ecosystem services, links development approaches that are compatible with nature with protection of public health and safety. Multi-objective stormwater facilities provide critical infrastructure functions that also contribute to watershed health and community livability. Maintaining and enhancing vegetation can clean and cool the air, maintain slope stability, and reduce runoff and erosion. This policy also recognizes the value of avoiding the costs associated with degraded ecosystem functions, such as paying for repair of roads and other infrastructure after a landslide.

Policy 5.44. Groundwater protection, acknowledges the potential limitations of stormwater infiltration facilities in designated wellhead protection areas.

Policy 5.45. Greening the built environment, highlights the importance of trees and vegetation as tools to weave nature and natural functions into the built environment. Trees and vegetation provide myriad services that benefit watershed health and community livability.

Designing with nature

Policy 5.40 **Natural landscape.** Enhance access to nature with improved visual and physical access throughout the city to:

- Waterbodies, such as the Willamette and Columbia Rivers, Smith and Bybee Lakes, creeks, streams, and sloughs.
- Major topographic features, such as the West Hills, buttes, and Mt. Tabor.
- Natural areas, such as Forest Park and Oaks Bottom.

5.40.a. Enhance and celebrate the Willamette and Columbia Rivers as the primary geographic and form-giving features of the city.

5.40.b. Protect, conserve, enhance, and maintain the natural, scenic, historic, cultural, economic, and recreational qualities of lands along the Willamette and Columbia Rivers.

5.40.c. Protect and enhance people’s ability to see, touch, and recreate on and near the Willamette and Columbia Rivers.

Policy 5.41 **Mimicking nature.** Encourage integration of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure principles and techniques into area, site, and development design.

Policy 5.42 **Hydrologic function.** Prevent or limit further impacts from development on natural hydrologic cycles, especially in areas with poorly infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions where practicable.

Policy 5.43 **Ecosystem services.** Encourage development and design that enhance watershed health and ecosystem services and avoid the costs and negative impacts associated with degraded natural resources and ecosystem services.

Policy 5.44 **Groundwater protection.** Ensure that development within designated wellhead protection areas appropriately protect groundwater resources from contamination.

Policy 5.45 **Greening the built environment.** Encourage the incorporation and preservation of large healthy trees, native trees, and other vegetation in development.

5.45.a. Prioritize integrating natural elements and systems, including trees, green spaces, and vegetated stormwater management systems, into centers.

Commentary

Policy 5.46. Habitat and wildlife-friendly design, promotes development that integrates green infrastructure, habitat- and bird-friendly design, and the use of appropriate, non-invasive plants for pollinators. It also promotes regulatory and non-regulatory approaches to support property owners or other managing entities (such as drainage districts) to restore natural resources on their land.

Policy 5.47. Hazard-resilient design, emphasizes that development—including type, design, and amount—should be managed so that the impacts of natural hazards and climate change are minimized as much as possible. The policy provides a basis for land use planning decisions, implementing tools, and updates to the building code and fire code.

This policy recognizes that inappropriate siting of development in hazard-prone areas can result in private and public costs and can increase the frequency, severity, and impacts of hazardous events. For example, development in the floodplain can increase flood levels and impacts on life and property. Development in and near wildfire hazard areas can increase the risk of wildfire from sparks caused by outdoor cooking, vehicles, and home fireworks. Development in landslide hazard areas can increase stormwater runoff and tree removal, which can destabilize soil and steep slopes.

This policy reflects the direction provided in more recent plans such as the Portland Watershed Management Plan (2005), Climate Action Plan (2009), Portland Natural Hazard Mitigation Plan (2010), and Portland Plan.

Policy 5.46. Habitat and wildlife-friendly design. Encourage habitat and wildlife-friendly neighborhood, site, and building design.

5.46.a. Encourage development and design that provide safe wildlife crossings and movement corridors and remove barriers to fish and wildlife passage.

5.46.b. Encourage the incorporation of habitat into landscaping, sustainable stormwater facilities, and other features of the built environment.

5.46.c. Encourage building design and lighting that reduce risks of hazards to birds, bats, and other beneficial wildlife.

5.46.d. Encourage property owners and public agencies to restore or re-create habitat on their property.

Policy 5.47 Hazard-resilient design. Require that the allowed density, development type, and amount of impervious area minimize the risks and impacts of natural hazards and climate change to people, fish and wildlife, natural resources, and property.

5.47.a. Limit development in or near areas prone to natural hazards, where practicable, using the most current hazard information and maps available.

5.47.b. Consider slope and soil characteristics, including liquefaction potential, and other geologic hazards when evaluating proposals for development.

5.47.c. Encourage development that maintains or enhances the ability of natural systems to withstand and recover from a natural disaster or other major disturbance.

5.47.d. Encourage hazard mitigation strategies that mimic the beneficial functions of nature or other current best management practices.

Health and safety

Policy 5.48. Access to healthful food, is important for many reasons. A nourishing diet is critical to maintaining good health and reducing the risk of developing chronic disease later in life. Food behaviors begin at an early age, and children who are exposed to healthful foods are more likely to develop healthful food behaviors than those who are not. In spite of these facts, many Portlanders do not have good access to healthful food.

The Portland Plan's Healthy Connected City strategy calls for grocery stores and other sources of healthful food—such as farmers markets and market gardens—to be key components of Neighborhood Centers. The recently adopted Urban Food Zoning Code Update (2012) revised the Zoning Code regulations to allow more urban food production and distribution opportunities with the overarching goal of increasing access to healthful, affordable food. The Climate Action Plan (2009) calls for increasing consumption of low carbon-intensive and locally produced foods.

Subpolicy 5.48.a. supports the Portland Plan's Complete Neighborhoods measure of success, which calls for 90 percent of Portlanders to live within ½ mile of a store or market that sells healthful food. Currently only 30 percent of Portland meets this target, although there is a wide variation throughout the city (the percentage is higher in the Central City and close-in neighborhoods, while much lower in East Portland). Locating grocery stores and markets in centers will ensure that healthful food sources are well served by transit and other transportation options.

Subpolicy 5.48.b. calls for small neighborhood-based markets, co-ops, and buying clubs to fill service gaps when the neighborhood cannot support a full-service grocery store.

Subpolicy 5.48.c. is supported by the Urban Food Zoning Code Update (2012). Growing food in the city has individual benefits (nutritious food and physical activity), community benefits (greater availability of fresh, local food), and economic benefits (reduced household food costs, along with economic development opportunities and job creation).

Subpolicy 5.48.d. supports developing community gardens near Neighborhood Centers and other high-density areas so that Portlanders without yards have the opportunity to grow their own food. This policy is supported by the Portland Plan.

Subpolicy 5.48.e. supports increasing access to retail options where people may purchase healthful, reasonably priced foods. The subpolicy supports existing institutional purchasing policies and programs that encourage institutions to buy and serve healthful food.

Health and safety

Policy 5.48 Access to healthful food. Encourage a broad range of opportunities within the city for buying and growing healthful food.

5.48.a Prioritize grocery stores and neighborhood based markets as essential elements of centers.

5.48.b Encourage small, neighborhood-based retail food initiatives to fill in service gaps in food access across the city.

5.48.c Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.

5.48.d Ensure that community gardens are available near centers and corridors as well as other high-density areas where residents have few opportunities to grow food in yards.

5.48.e Encourage the sale of healthful foods in retail and institutional settings, such as in grocery stores, neighborhood-based markets, restaurants, hospitals, schools, and other public facilities.

Commentary

Policy 5.49. Design for public safety, encourages community and building design and construction that helps protect public safety. This new policy was adapted from the Portland Plan’s Guiding Policy H-5. It supports development based on Crime Prevention Through Environmental Design site design standards. See also Goal 7.F, “A safe transportation system”, in Chapter 7, “Transportation,” regarding the safety of the transportation system.

Policy 5.50. Design for livability, updates existing Comprehensive Plan Policy objective 12.1.A. and is informed by existing Policy 4.6 (Housing Quality). This extends consideration of the importance of healthy building environments beyond housing to include promoting development that provides a healthy environment for people. It also encourages design that considers impacts on neighbors. The Infill Design Toolkit (2008) identified privacy impacts as community concerns that can be addressed through design approaches within a broad range of densities. See also Housing Policy 2.13 (Healthy Housing) and Policy 2.14 (Healthy, Safe, and Active Multi-Dwelling Development).

Policy 5.51. Offsite impacts, addresses development and activities with offsite impacts that can especially affect residential livability. In contrast to the transitions policies (5.32 through 5.34), which focus on edge areas of transition in development scale and activity, this policy addresses impacts that could affect broad areas outside these areas of transition.

Policy 5.49 Design for public safety. Encourage design and development that protects and improves public safety.

5.49.a. Encourage development to use design approaches that help prevent crime.

5.49.b. Encourage design and development that improves fire prevention and life safety.

5.49.c. Encourage development that is resilient to, and avoids exacerbating, the impacts of natural hazards, including impacts on people, wildlife, natural resources, and public and private property.

Policy 5.50 Design for livability. Encourage well-designed development that protects the health and livability of building users, encourages active living, and remains affordable.

5.50.a. Maintain public access to light and air by managing and shaping the mass, height, and bulk of new development.

5.50.b. Encourage development to be designed to consider the privacy and solar access of residents and neighbors.

Policy 5.51 Offsite impacts. Limit and mitigate odor, noise, glare, air pollutant, and vibration impacts on residential areas.

5.51.a. Require compatible land use designations and development within the noise-affected area of Portland International Airport while providing public notice of the level of aircraft noise and mitigating the potential impact of that noise within the area.

5.51.b. Reduce the visual impact of telecommunications and broadcast facilities near residential areas.

