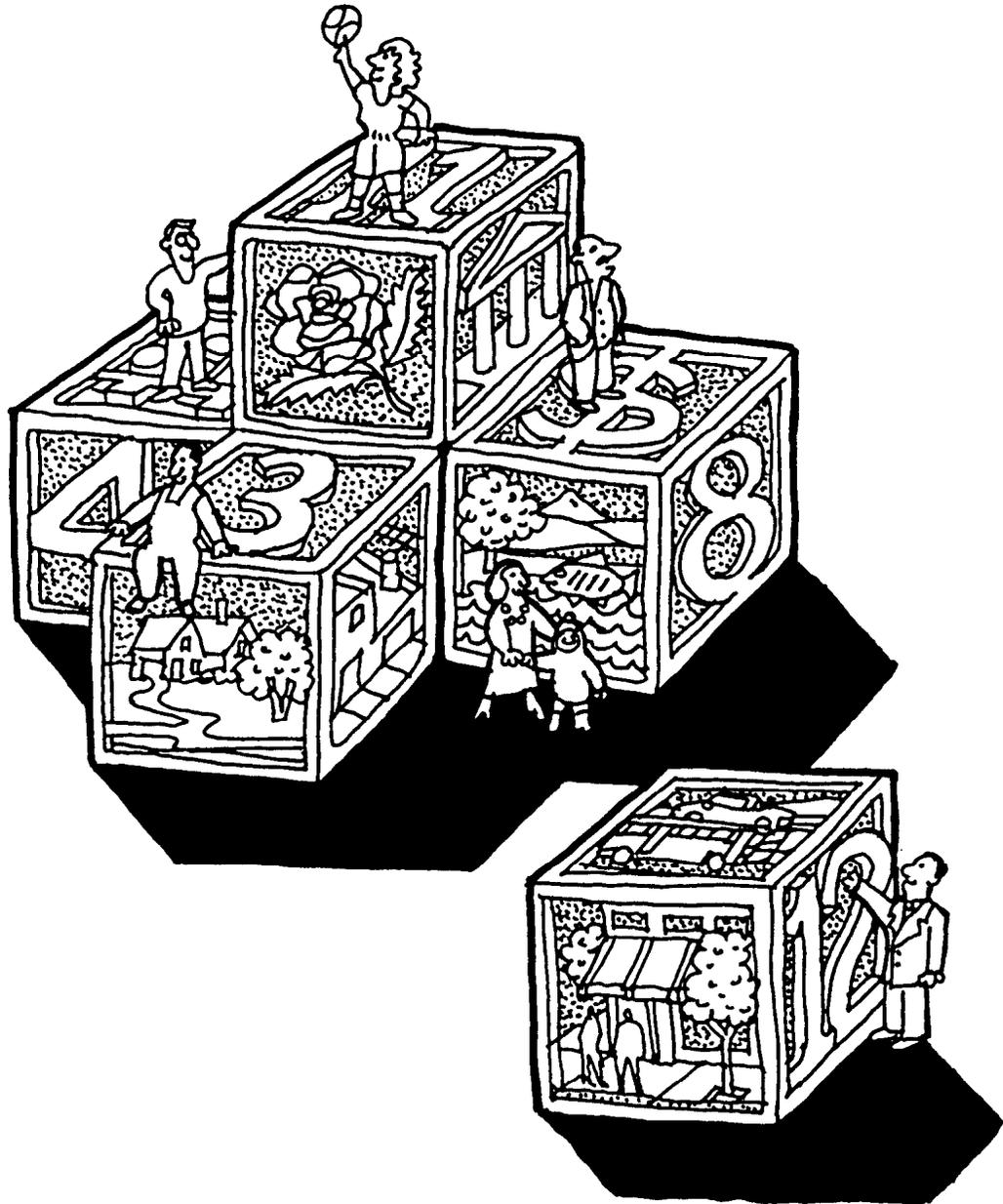


COMPREHENSIVE PLAN GOALS AND POLICIES



**CITY OF PORTLAND
BUREAU OF PLANNING
PORTLAND, OREGON**

**Adopted: October 1980
Latest Revision: November 2003**

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COMPREHENSIVE PLAN GOALS AND POLICIES

CITY OF PORTLAND, OREGON

**Adopted by Ordinance No. 150580
October 1980**

Latest Revision: November 2003

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Credits/Acknowledgments to 1980 Comprehensive Plan

(inside back cover)

PREFACE

On October 16, 1980, the Portland City Council adopted a Comprehensive Plan for the City, including Goals, Policies, Objectives and a Plan Map, to guide the future development and redevelopment of the City.

The Comprehensive Plan was intended to be dynamic, able to inspire, guide, and direct growth in the City while also responding to change through amendment and refinement. Since adoption, the Goals, Policies and Objectives of the Plan have been amended to respond to new circumstances, special studies, new technology, and changes in state land use regulations. This document contains the latest revisions to the Goals, Policies, and Objectives to reflect these changing conditions.

This document also contains “A Vision of Portland’s Future.” The vision statement was adopted by City Council with the Comprehensive Plan, and provides a synopsis of Portland’s expectations for the future.

The introduction to the original Comprehensive Plan Goals and Policies document is also included. While it is dated, it nevertheless contains much useful information and represents an important reference point to the Plan’s original formulation and adoption.

Appendix A, Amendments to Ordinance 150580, also provides a useful reference point. This section provides a chronology of goal and policy amendments to the original Comprehensive Plan beginning in 1981 shortly after the Plan’s adoption and continuing to the present. It lists each ordinance number, date, topic, and project name. Appendix A will be updated with future reprints of this document.

INTRODUCTION

(to original Comprehensive Plan Goals and Policies document)

What the Plan Does

The purpose of the Comprehensive Plan is to provide a coordinated set of guidelines for decision-making to guide the future growth and development of the city. Development of methods to implement these guidelines is also required if the Plan is to accomplish the desired results. The plan provides the city with:

- A set of Land Use and Public Facilities Goals and Policies to guide the development and redevelopment of the city.
- A Comprehensive Plan Map and a set of regulations for development, including a revised Zoning Code, to carry out the Policies.
- A guide for the major public investments required to implement the Plan.
- A process for review and amendment of the Plan.

State and Regional Policies and Requirements

Comprehensive planning in Oregon was mandated by the 1973 Legislature with the adoption of Senate Bill 100 (ORS Chapter 197). Under this Act the State Land Conservation and Development Commission (LCDC) was created and directed to adopt state-wide planning Goals and Guidelines. These Goals and Guidelines were adopted by LCDC in December 1974 and became effective January 1, 1975.

The intent and authority of the state-wide planning Goals and Guidelines was described in 1973 in *The State Journal*:

"Goals are intended to carry the full force of authority of the state to achieve the purposes . . . of the Act. Goals are regulations and the basis for all land use decisions relating to that goal subject.

Guidelines . . . are suggested directions that would aid local governments in activating the mandated goals. They are intended to be instructive, directional and positive, but not limiting local governments to a single course of action when some other course would achieve the same result . . .".

Under state law, comprehensive plans and any ordinances or regulations implementing the plans must comply with the state-wide planning Goals.

LCDC adopted nineteen state-wide goals, of which fourteen apply to Portland. The remaining Goals apply only to coastal areas or outside a designated urban growth boundary. The applicable Goals are:

1. Citizen Involvement
2. Land Use Planning
4. Forest Lands
5. Open Space, Scenic and Historic Areas and Natural Resources
6. Air, Water and Land Resources Quality
7. Areas Subject to Natural Disaster and Hazards
8. Recreational Needs
9. Economy of the State
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy Conservation
14. Urbanization
15. Willamette River Greenway

The Comprehensive Plan has been prepared, in part, to satisfy the requirements and Goals of the Land Conservation and Development Commission. The fourteen LCDC Goals which apply to Portland are addressed in various sections of the Plan, some as individual topic areas, while others are combined into broader sections. The LCDC requirements for Housing, Economy, Transportation, Energy, Urbanization and Public Facilities and Services remain as individual sections. The other LCDC goals are combined into broader sections. The development of the Comprehensive Plan Map and various Zoning Code provisions also reflect the requirements of the LCDC Goals and Guidelines. The LCDC Goal for the Willamette River Greenway is addressed by creation of a special overlay zoning category to meet the objectives of the Goal.

The 1973 Legislature also adopted Senate Bill 769. The Act has expanded the powers of the Columbia Region Association of Governments (CRAG) and granted CRAG authority to "coordinate regional planning in metropolitan areas" and to "establish a representative regional planning agency to prepare and administer a regional plan" (ORS 197.705). The Comprehensive Plan is consistent with Regional Goals and Objectives adopted by CRAG and now being administered by the Metropolitan Service District (Metro). Metro replaced CRAG as the official planning agency in 1979.

The comprehensive planning activities of surrounding jurisdictions have been considered in the development of the Comprehensive Plan, including Multnomah, Washington and Clackamas counties, and the cities of Lake Oswego, Milwaukie, Gresham and Beaverton. Additional coordination will occur through Metro, including any that is necessary with special districts.

Land Use Goals and Policies

The Land Use Goals and Policies provide a written framework for future program and funding decisions related to urban development, as well as addressing a broad range of urban issues. The ten land use elements in Portland's Plan are:

- 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 Implementation and Review Process.

There are a number of major policy areas which have recently been addressed as separate issues. Policies for transportation, housing, energy and economic development were all adopted by City Council prior to adoption of the Comprehensive Plan and served as the basis for these Plan elements.

The Arterial Streets Classification Policy (ASCP), adopted in June 1977, has been incorporated as the major policy framework of the Transportation element of the Comprehensive Plan. The six policy statements adopted by City Council in March 1978 as the Housing Policy for the City of Portland have been included in the Housing element of the Plan, and the Energy goal and policies adopted by City Council in August 1979 as the Energy Policy for the City of Portland comprise the Energy element of the Plan. Similarly, the Economic Development policies adopted by City Council in March 1980 as the Economic Development Policy for the City of Portland (revised, 1988) have been included in the Economic Development element of the Plan.

The remaining Land Use Goals and Policies have been developed by Bureau of Planning staff with participation by other bureaus. Guidance for these Policies was obtained from the citizen involvement activities to date, local agencies, State and Metro requirements.

The Goals and Policies of the Comprehensive Plan provide the context and guidance for future City programs, major capital projects and other funding decisions. These Goals and Policies respond to the needs and conditions which exist presently and will provide the initial guidance for decision-making during the next twenty years. Where major development decisions are being proposed, State law requires consistency with the Comprehensive Plan. Physical conditions, economic factors, environmental considerations and citizen's attitudes do not remain static, but change over time. Therefore, these Goals and Policies must be reviewed periodically and be modified when necessary to respond to changing conditions.

Public Facilities Goals and Policies

Public Facilities and Services is the eleventh element in Portland's Plan. The Public Facilities Goals and Policies guide how the City spends money each year to maintain and construct the physical facilities and public services which are necessary to support the implementation of the Land Use Policies and the Comprehensive Plan Map. Facilities and services include public rights-of-way, sanitary and stormwater services, water services, parks, fire and police services. The Policies for these sections were developed in cooperation with the Department of Public Works and the Bureaus of Water, Parks, Fire and Police. The Policies on schools were developed by planning staff after advice and review by the Portland School District #1 staff.

No comprehensive plan can be effective unless there is close coordination with the provision of urban facilities and services. Primary facilities, such as water and sewer service, must be planned and programmed to support the level of land use activities proposed by the Plan. Public facilities are expensive and must be scheduled in a highly effective and efficient manner. The Capital Improvements Program (CIP) is an ongoing planning and budgeting process for allocating the City's funds for construction and maintenance of these facilities and services. The Comprehensive Plan provides basic guidance to the City bureaus concerning the future location and densities of housing, commercial and industrial activity. City Council budget decisions on CIP project proposals serve to implement the physical facility and public service requirements for the future consistent with the objectives of the Plan.

Comprehensive Plan Map

The Comprehensive Plan Map shows the type, location and density of land development and redevelopment permitted in the future. It was developed by applying the Land Use Goals and Policies to all land within the city. In the specific application of a land use designation to property, many factors were taken into account: topography and other physical features; existing land use and zoning; specific recommendations from public review of various drafts of the Comprehensive Plan; adopted City policies having land use impacts; adopted neighborhood plans; and existing and proposed redevelopment activities.

The Plan Map is not the same as the Zoning Map, in either a legal sense or in its effect. The Plan Map is an official description of where and to what level **future** zoning should be permitted. It shows a pattern for future development which will accomplish the purposes of the Goals and Policies. In a landmark decision, the Oregon Supreme Court, in *Baker vs. the City of Milwaukie*, established that zoning must comply with the limits set by a comprehensive plan. Thus, the land use designations of a comprehensive plan are "superior" to a zoning map. In other words, the Zoning Map cannot allow land uses which are more intensive than those allowed by the Comprehensive Plan Map.

There is an important distinction that needs to be established about the use of the Comprehensive Plan Map. Much of the area of the city will retain the same land use designation and zoning that currently exists. There are, however, many areas in the city which are recommended to be "downzoned", that is, changed to a more restrictive zoning category such as from a multifamily residential zone to a single-family residential zone. Where this is recommended, the *Baker vs. the City of Milwaukie* decision requires that the downzoning may be acted upon as a legislative action, rather than quasi-judicial, and may be accomplished at the time of Plan adoption as a single action.

The reverse case, however, is not required. When the Comprehensive Plan Map identifies an area or parcel of land as appropriate for a less restrictive use, zoning will only be changed on a case-by-case basis, using the standard zoning procedures. Since the Plan Map designates the most intense uses allowable for property, zoning classifications which are more restrictive are not "inconsistent" with the Comprehensive Plan. This issue was addressed by the Oregon Court of Appeals in a case Called *Maracci vs. the City of Scappoose*, 26 OR App 131 (1976). A portion of this court decision addresses this issue very well. According to *Maracci*:

“*Baker vs. the City of Milwaukie*, 21 OR 500 (1975), does not stand for the proposition that every land use determination must at all times literally comply with the applicable comprehensive plan.

In *Baker*, the Supreme Court only held it was improper to permit new development that was lawful under a zoning ordinance, but more intensive than allowed by the comprehensive plan.

In other words, the comprehensive plan only establishes a long-range maximum limit on the possible intensity of land use; a plan does not simultaneously establish an immediate minimum limit on the possible intensity of land use. The present use of land may, by zoning ordinance, continue to be more limited than the future use contemplated by the comprehensive plan.

If the applicable comprehensive plan contains no timetable or other guidance on the question of when more restrictive zoning ordinances will evolve toward conformity with the more permissive provisions of the plan . . . we hold that determination of when to conform more restrictive zoning ordinances with the plan is a legislative judgment to be made by a local government body and only subject to limited judicial review for patent arbitrariness.”

In adopting a comprehensive plan, a governing body necessarily makes a great number of legislative and policy judgments about what the future use of land might and should be. It is just as much a legislative judgment when the local government body is called upon to decide whether 'the future has arrived' and it is therefore appropriate to conform the zoning with the planning."

Taking the approach of doing all "downzoning" when the Plan is adopted (required by law) but not processing the "upzoning" until requested, follows the logic of the court and keeps existing uses, which are more restrictive than allowed by the Comprehensive Plan Map, from being prematurely "forced out" of an area. For example, the Plan Map may designate an area as appropriate for future apartment use. If the land is currently zoned and developed for single-family houses, it would remain zoned for single-family use until such time as the private market determined that it was economically feasible to redevelop the land for multifamily use and application for a zone change was submitted and approved.

The Plan Map provides a clear description of where zoning changes may and may not be granted and up to what classification they may be approved. Applications for change must still prove that the particular parcel of land is appropriate for redevelopment at a particular time as required by the *Fasano* decision. The Plan Map provides guidance for these decisions at a relatively fine level of detail. Considerations such as whether the request is in the public interest at a particular time or whether there are other more

suitable sites available for the use within the jurisdiction must still be proven through the quasi-judicial process of zoning.

There are some locations in the city which may be appropriate for more intense use of the land in the fairly near future, i.e., within five years. However, there are other areas which may not be appropriate for more intense uses for ten, fifteen or every twenty years. Such areas may have severe development problems, such as poor streets. Special environmental problems may need to be overcome prior to granting zoning changes, such as use of special development techniques for areas with steep slopes or problem soil conditions. In such cases, the solution of these considerations must be proven prior to approval of zoning to the highest level permitted by the Comprehensive Plan Map.

For example, if an area is designated as appropriate for a large commercial use, but there were presently inadequate sanitary sewers to service such uses, storm drainage or parking problems and inadequate internal traffic circulation, these conditions would have to be remedied by either public or private action before the Planning Commission or City Council should grant zoning changes to the industrial designation. Even with these existing conditions, the land use designation of the Comprehensive Plan is appropriate for the future because the area may have excellent access to major transportation facilities, be adjacent to similar existing uses, be presently undeveloped land, provide relief for a shortage of such uses and have other factors which make the other uses less appropriate. The determination of when the overall conditions are right for changing the zoning in such an area would remain in the hands of the Planning Commission and City Council.

The Zoning Code

The Zoning Code (Title 33 of the Code of the City of Portland) is not a part of the Comprehensive Plan. Rather, it is the major implementation tool of the Comprehensive Plan Map. Since the Map is the application of the Goals and Policies to specific locations within the city, the Zoning Code must be consistent with the land use designations and provide the definitions and standards for implementing the Comprehensive Plan.

The LCDC Goals and Guidelines require ". . . ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances . . ." be adopted to carry out the Plan. The proposals for modifying the Zoning Code are necessary to accomplish the basic aims of the Comprehensive Plan's Goals, Policies and Plan Map.

Review and Updating of the Plan

No comprehensive plan or map can remain completely appropriate for twenty years. People's attitudes and desires change as well as economics and technology. Portland's Comprehensive Plan will undergo a major review every five years to assure that it remains an up-to-date and workable framework for development. These reviews will include technical evaluations, a report on the Plan's progress and citizen involvement to evaluate the Plan's effectiveness. Formal hearings will be held before the Planning Commission and, if significant changes appear to be desirable, recommendations for amendments will be heard by the City Council who may then formally modify the Plan.

If rapidly changing conditions indicate that reconsideration of the Plan's Goals and Policies is warranted between the regular five-year review periods, modifications to the Plan may be initiated by the City Council or Planning Commission at any time. Any citizen or group may request the Council or Commission to initiate a Plan amendment but formal direction for study may only come from these official bodies.

Modifications to the Comprehensive Plan Map may be requested by affected property owners. The Planning Commission may reject the request if, in its opinion, the request violates the intent of the Plan. Criteria for guiding such a determination will be based on considerations such as the extent of the change in classification, the proximity to similar classifications, the character of the area, the level of municipal services and the overall effect of the intent and purpose of the Plan.

When a Map amendment request is submitted, appropriate zoning may be requested and processed concurrently, thereby not requiring two separate processing procedures and, therefore, twice the time. If the Comprehensive Plan Map change is granted, the zoning may be acted upon immediately afterward.

The regular review process for amendments to the Plan and requests for modifying the Land Use Plan will require notification of affected citizens and groups and a formal public hearing. The procedures will be the same as for standard zoning change requests. In the case of a major Plan review, citizen involvement activities of a more extensive nature will be used.

Designing Portland's Comprehensive Plan

The first task in writing a comprehensive plan is deciding upon the planning process, the specific time schedule and list of steps that the participants will follow, from initial research to final plan adoption and implementation.

In designing the process for Portland's planning effort, there were two important constraints to consider. One was time and the other was money. The initial deadline, imposed by the LCDC for completion of a comprehensive plan, was July 1979. There was a possibility for extension to December 1979, and at the latest, July 1980. LCDC was willing to allocate funds for comprehensive planning, but the amount would decrease each year until the final deadline of 1980.

Citizen involvement in land use planning is mandated by LCDC Statewide Planning Goal 1, Citizen Involvement. This Goal requires the formation of a Committee for Citizen Involvement to be responsible for "assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning, assisting in the implementation of the citizen involvement program and evaluating the process being used for citizen involvement."

The Portland Committee for Citizen Involvement (CCI) was formed in January 1976 and drafted a citizen participation report outlining procedures for citizen involvement in the comprehensive planning process, which was adopted by the City Council in March 1976.

While considering the best method for developing a comprehensive plan for Portland, Bureau of Planning staff met with planning directors throughout the region to learn of their experiences. The opinions of City bureau administrators and their staff were solicited. In addition, the CCI hosted a meeting to which representatives from neighborhood associations, civic groups and trade organizations were invited to discuss

Portland's planning process. There were several proposals under consideration and the Planning staff attended or sponsored close to 60 meetings to talk about the problems and benefits of each one.

Finally, a recommendation was presented to the Portland Planning Commission at a public hearing in March 1977 and a comprehensive planning process was adopted by City Council on May 4, 1977 by Resolution No. 31870.

It is difficult to anticipate every contingency in designing a series of steps to follow and our planning process was no exception. When interested citizens tried to work within the process it became apparent that some amendments were needed. Citizen concerns centered around lack of time for citizen review, apparent absence of City policy coordination and insufficient individual neighborhood planning.

The Committee for Citizen Involvement invited neighborhood associations and other interested groups to attend a November 1977 meeting to record their concerns and to suggest changes to the planning process. The CCI then recommended process revisions to the Planning Commission and the Planning staff. During December, January and February the staff worked with citizens to iron out differences and a revised planning process was adopted by City Council on March 22, 1978 (Resolution No. 32066). The amended process added three important elements:

- Each of the City's neighborhood associations would receive a "neighborhood planning kit" to allow them to record localized problems and concerns which they would like to see addressed in the Comprehensive Plan.
- The first draft of the Bureau of Planning recommendation would include elements of other city policy proposals relevant to the comprehensive plan.
- After completion of the first draft plan an additional six months would be provided for citizen review prior to formal public hearings.

The preparation of the Comprehensive Plan has taken close to three years and has, as its foundation, an extensive public involvement effort. Since the fall of 1977, surveys, publications, workshops, conferences and meetings have focused on soliciting response to two questions:

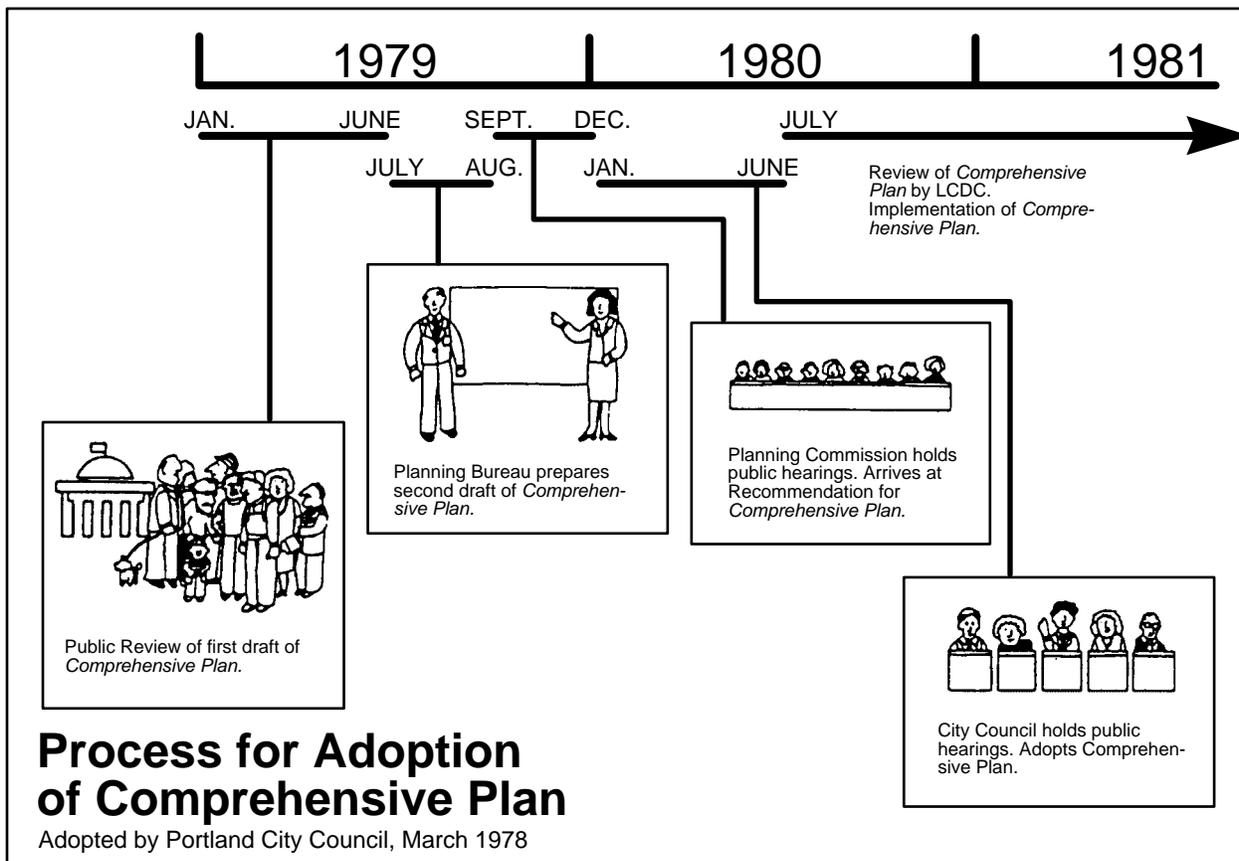
1. What goals are most important for the city to accomplish?
2. What kind of comprehensive plan will best accomplish those goals?

Since no one plan can hope to accomplish all goals equally well, Bureau of Planning staff prepared three different plans, or alternatives, to initiate discussion of these questions. Neighborhood associations, working together in planning districts, were asked to review the three alternatives and to determine if an additional alternative was necessary to provide an adequate range of choice for public discussion.

In April 1978, all alternatives for each district were published in *City Planner: District Editions* and distributed to over 33,000 people. Included with the *District Editions* was an Opinion Poll asking the respondents to check the most important goals or qualities from a list of 32 and to rate the alternative that he or she felt best achieved those important qualities.

The results of the Opinion Polls and an analysis of other responses, including testimony from a series of town hall meetings hosted by the Planning Commission in late spring of 1978, were considered along with adopted or proposed city policy and state and regional requirements in the preparation of a first draft of a comprehensive plan—the Discussion Draft.

Publication of the *Discussion Draft Comprehensive Plan* in January 1979 marked the beginning of the second major citizen involvement effort in the development of Portland's Comprehensive Plan. During the January to June review period, the Discussion Draft was the subject of over 80 staff-attended neighborhood, business and service group meetings, two citizen conferences and nine Planning Commission-hosted town hall meetings.



The first citizen conference, in February 1979, consisted of an overview of the newly published Discussion Draft and a series of workshops on specific Draft elements. Many suggestions for changes were received during the spring following the first conference, and a second conference was held in May 1979 to solicit citizen opinions for changing some aspects of the Discussion Draft. The nine town hall meetings, hosted by members of the Planning Commission, were held from February to April in various high schools around the city. Testimony and forms submitted at the meetings are part of the citizen response record.

Public response to the Draft was received by the Planning staff from other sources, including questionnaires as part of the Discussion Draft, public comment and map response forms received at meetings and through the mail, official statements from neighborhood, civic and business organizations and discussion with city, county, regional and state staff.

The *Proposed Comprehensive Plan* was reflective of many of the citizen responses to the Discussion Draft. As a result, Goals and Policies have been added to and modified; proposed revisions to the Zoning Code have been refined; and a significant number of requested Comprehensive Map changes have been considered and adopted.

From September to October 1979, the Planning Commission conducted eight public hearings throughout the city to receive testimony on the Proposed Comprehensive Plan and Zoning Code revisions. During the public hearings numerous recommendations for changes in the Goals and Policies, the Plan Map and Zoning Code revisions were submitted by individual citizens, business people and representatives of special interest groups. In a subsequent series of work sessions the Planning Commission took under advisement the staff recommendations, the public testimony and individual requests for amendments to the Proposed Comprehensive Plan.

The *Recommended Comprehensive Plan* adopted by the Planning Commission on November 8, 1979 was submitted to the City Council in January 1980. The City Council considered the Planning Commission's recommendation at public hearings beginning in February 1980. On October 16, 1980, the City Council passed Ordinance No. 150580 adopting the *City of Portland Comprehensive Plan*.

A VISION OF PORTLAND'S FUTURE

Portland is more than a geographic area—it is a way of life. Many characteristics combine to provide the unique livability of the city: the physical setting of hills, trees and rivers, accented by snowcapped peaks on the horizon; a dynamic urban setting, enhanced by the intense yet human character of the Downtown; an active seaport a hundred miles from the ocean; thriving businesses and industries providing diversified employment; and a variety of neighborhoods, each unique in character, allowing for a broad range of lifestyles.

The passage of time inevitably brings changes. Portland today differs from the city of twenty or a hundred years ago; it differs from the city of yesterday. The future seems to be arriving at an ever-increasing pace and in ways that could damage the character and livability of the urban area. Portland **is** an urban area — a fact that cannot change. The task facing us is to retain the most important characteristics of our city in the face of changes we cannot control and by managing, as well as possible, those forces we can control. We must accept some changes or we run the risk of losing all the things that make Portland "one of America's most livable cities".

The qualities that make Portland so livable continue to draw more households to the city. Energy resources, particularly petroleum products, are becoming both more expensive and more scarce. Land and housing costs continue to increase, as do the costs for providing needed public facilities and services. Planning for the future must respond to these factors while preserving the city's economic health and livability.

Portland has historically developed into a land use pattern that is, and can continue to be, basically sound. The early cities of East Portland, St. Johns, Albina, Sellwood and Linnton now form a series of commercial, industrial and residential centers within Portland. The trolley lines that joined these cities to downtown Portland and to such "suburban" communities as Multnomah, Lents, Woodlawn, Kenton and Sunnyside, became major transportation corridors still used today. Downtown Portland developed as the major activity center of the metropolitan region, providing a financial, retail, industrial, cultural and residential core that is still alive and energetic, and must remain so. Well established, close-in industrial and distribution areas provide diverse employment opportunities close to a broad range of housing options.

The Comprehensive Plan calls for maintaining this basic development pattern while providing direction for responding to the future's demands. The proposed land use pattern limits the more intense residential densities to areas which reinforce the workability of public transit. The commercial centers along transit corridors are designed for new land uses which are not highly dependent on the automobile. A "new" type of single-family housing type allows some increase in density, reduces land and construction costs per unit and yet retains the qualities of the traditional single-family neighborhoods that now exist.

Provisions are included which allow more efficient use of larger homes and vacant land, encourage apartment developments to be more compatible with other residential uses, promote energy conservation, strengthen and protect industrial areas, preserve and enhance environmental quality in the city and stabilize existing neighborhoods from uncontrolled development speculation and deterioration. While to some people, any change appears to lessen livability, the Plan is designed to keep this change reasonable. In these ways, more affordable housing opportunities and more employment opportunities can be made available to encourage and provide for the needs of a diverse

population. More effective use of public facilities is possible, more people can be closer to existing employment and shopping services, costly urban sprawl can be reduced and public transit can be more accessible to more people.

In the year 2000 the Downtown skyline will be different, with new development reaching upward, as well as unique, older areas being preserved. Both of these characteristics must work together to keep the city center alive. Residential areas will retain their individual character but with some increase in density to reduce urban sprawl, increase energy efficiency and provide more affordable housing options. Neighborhoods will generally remain single-family oriented with owner-occupied houses, both detached and attached, strengthening neighborhood stability. Opportunities for rental units will cluster around corridors and centers which have good access for public transit to and from employment centers and shopping. Commercial and industrial activities will remain active and dynamic as existing firms continue to grow and new firms choose Portland as their home.

Portland's history and character have provided a sound foundation for the continued development of the city. The city must build on that foundation as we meet the challenges of the future and respond in a manner which retains that unique "Portland" character.

The Comprehensive Plan Vision Statement has been augmented by the Vision Statements adopted with other Plans developed and adopted following enactment of this Comprehensive Plan. Vision statements of these later plans add detail to the Comprehensive Plan Vision and provide more specific guidance for the sub-areas of Portland these subsequent plans have focused on. Other plans including vision statements which are added to this Comprehensive Plan Vision are:

- The Central City Plan, Adopted by Ordinance No. 160606 (March 1988).
- Albina Community Plan, Adopted by Ordinance No. 166786 (July 1993).
- Concordia Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Eliot Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Humboldt Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Irvington Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Kenton Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993); amended by Ordinance No. 175210 (December 2000).
- King Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Piedmont Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Sabin Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Woodlawn Neighborhood Plan, Adopted by Ordinance No. 166786 (July 1993).
- Richmond Neighborhood Plan, Adopted by Ordinance No. 168280 (November 1994).
- Woodstock Neighborhood Plan, Adopted by Ordinance No. 169488 (November 1995).
- Hollywood and Sandy Plan, Adopted by Ordinance No. 174325 (April 2000).
- Southwest Community Plan: Vision, Policies, and Objectives, Adopted by Ordinance No. 174667 (July 2000).
- Guild's Lake Industrial Sanctuary Plan, Adopted by Ordinance No. 176092 (November 2001).
- Portsmouth Neighborhood Plan, Adopted by Ordinance No. 176614 (June 2002).
- Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan Adopted by Ordinance No. 176742 (July 2002); readopted by Ordinance No. 177739 (July 2003).
- Northwest District Plan, Adopted by Ordinance No. 177920 (September 2003).

1 METROPOLITAN COORDINATION

GOAL:

- 1 The Comprehensive Plan shall be coordinated with federal and state law and support regional goals, objectives and plans adopted by the Columbia Region Association of Governments and its successor, the Metropolitan Service District, to promote a regional planning framework.**

POLICIES & OBJECTIVES:

1.1 Urban Growth Boundary

Support the concept of an Urban Growth Boundary for the Portland metropolitan area.

1.2 Urban Planning Area Boundary

Identify and adopt an Urban Planning Area Boundary outside the current city limits. Land use within the boundary will be maintained by the City in cooperation with other local jurisdictions. Proposals for annexation to the city will be considered within the Urban Planning Area Boundary if consistent with the Urban Growth Boundary. The City will conclude agreements with abutting jurisdictions to coordinate and monitor land use.

1.3 Urban Services Boundary ¹

The City shall establish and maintain, in cooperation with neighboring jurisdictions, an Urban Services Boundary for the City of Portland that defines a rational service area within which the City can meet the service needs most effectively and at the lowest cost. The Urban Services Boundary shall be consistent with the regional Urban Growth Boundary and may be amended from time to time in accordance with the Comprehensive Plan.

1.4 Intergovernmental Coordination

Insure continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds.

1.5 Compliance with Future Metro Planning Efforts ²

Review and update Portland's Comprehensive Plan to comply with the regional Framework Plan adopted by Metro.

¹ Amended by Ordinance No. 155002, August 1983

² Amended by Ordinance No. 170136, May 1996

2 URBAN DEVELOPMENT

GOAL:

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

POLICIES & OBJECTIVES:

2.1 Population Growth

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

2.2 Urban Diversity

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

2.3 Annexation³

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

2.4 Urban Lands

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

2.5 Future Urban Areas⁴

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

³ Amended by Ordinance No. 155002, August 1983

⁴ Amended by Ordinance No. 163770, January 1991

Objectives:

A. Future Urban Areas

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

B. Replacement Areas

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

2.6 Open Space

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

2.7 Willamette River Greenway Plan

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

2.8 Forest Lands

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

2.9 Residential Neighborhoods

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

2.10 Downtown Portland

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

2.11 Commercial Centers

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

2.12 Transit Corridors⁵

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

2.13 Auto-Oriented Commercial Development⁶

Allow auto-oriented commercial development to locate on streets designated as Major City Traffic Streets by the Transportation Element. Also allow neighborhood level auto-oriented commercial development to locate on District Collector Streets or Neighborhood Collector Streets near neighborhood areas where allowed densities will not support development oriented to transit or pedestrians. Where neighborhood commercial uses are located on designated transit streets, support pedestrian movement and the use of transit by locating buildings and their entrances conveniently to transit users, pedestrians, and bicyclists and providing on-site pedestrian circulation to adjacent streets and development.

2.14 Industrial Sanctuaries

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

2.15 Living Closer to Work⁷

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

2.16 Strip Development

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

2.17 Transit Stations and Transit Centers⁸

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

⁵ Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

⁶ Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

⁷ Amended by Ordinance No. 170136, May 1996

⁸ Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

2.18 Transit-Supportive Density⁹

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

2.19 Infill and Redevelopment¹⁰

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

2.20 Utilization of Vacant Land

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

2.21 Existing Housing Stock

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

2.22 Mixed Use

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

2.23 Buffering¹¹

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

2.24 Terwilliger Parkway Corridor Plan¹²

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

⁹ Added by Ordinance No. 170136, May 1996

¹⁰ Ibid.

¹¹ Amended by Ordinance No. 163608, November 1990

¹² Added by Ordinance No. 155244, October 1983

2.25 Central City Plan ¹³

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

2.26 Albina Community Plan ¹⁴

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

2.27 Outer Southeast Community Plan ¹⁵

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

¹³ Added by Ordinance No. 160606, March 1988; see Central City Plan (1988) for complete text of Central City Plan Vision, Goal, Policies and Further Statements

¹⁴ Added by Ordinance No. 166786, July 1993; Readopted by Ordinance No. 167054, September 30, 1993

¹⁵ Added by Ordinance No. 169763, January 1996

3 NEIGHBORHOODS

GOAL:

- 3 Preserve and reinforce the stability and diversity of the City's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses and insure the City's residential quality and economic vitality.**

POLICIES & OBJECTIVES:

3.1 Physical Conditions

Provide and coordinate programs to prevent the deterioration of existing structures and public facilities.

3.2 Social Conditions

Provide and coordinate programs to promote neighborhood interest, concern and security and to minimize the social impact of land use decisions.

3.3 Neighborhood Diversity

Promote neighborhood diversity and security by encouraging a diversity in age, income, race and ethnic background within the City's neighborhoods.

3.4 Historic Preservation

Preserve and retain historic structures and areas throughout the city.

3.5 Neighborhood Involvement

Provide for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood through the promotion of neighborhood and business associations. Provide information to neighborhood and business associations which allows them to monitor the impact of the Comprehensive Plan and to report their findings annually to the Planning Commission.

3.6 Neighborhood Plan ¹⁶

Maintain and enforce neighborhood plans that are consistent with the Comprehensive Plan and that have been adopted by City Council.

Objectives:

- A.** Foster Woodstock's vision as a thriving neighborhood with a lively but low-key Village Center where generations of households and businesses continue to prosper. ¹⁷
- B.** Retain and enhance the Sellwood-Moreland neighborhood as an urban village, with a rich mixture of land uses, a variety of housing types including affordable housing, recreation opportunities, and transportation alternatives.¹⁸
- C.** Recognize and support the role that an active, robust, and expanding residential community in the Downtown plays in the continued vitality and enrichment of the Downtown's commercial, employment, civic, cultural, educational, transportation, and recreational centers and activities. ¹⁹

¹⁶ The following plans are included under this policy:

- a. Downtown Plan (adopted 1972, updated 1980) incorporated into plan by Ordinance No. 150580
- b. Corbett-Terwilliger-Lair Hill Policy Plan (1977) incorporated into plan by Ordinance No. 150580
- c. Cully/Parkrose Community Plan (1986) Ordinance No. 158942; Cully portion superseded by Cully Neighborhood Plan (1992) Ordinance No. 164922
- d. Kerns Neighborhood Action Plan (1987) Ordinance No. 159894
- e. Sullivan's Gulch Neighborhood Action Plan (1987) Ordinance No. 159897
- f. Wilkes Community and Rockwood Corridor Plan (1987) Ordinance No. 160174
- g. Hosford-Abernethy (HAND) Neighborhood Action Plan (1988) Ordinance No. 160471
- h. Buckman Neighborhood Plan (1991) Ordinance No. 164489
- i. Brooklyn Neighborhood Plan (1992) Ordinance No. 163982; Readopted by Ordinance No. 167767
- j. Cully Neighborhood Plan (1992) Ordinance No. 164922
- k. Brentwood/Darlington Neighborhood Plan (1992) Ordinance No. 165071
- l. Arbor Lodge Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- m. Boise Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- n. Concordia Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- o. Eliot Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- p. Humboldt Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- q. Irvington Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- r. Kenton Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054; amended by Ordinance No. 175210
- s. King Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- t. Piedmont Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- u. Sabin Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- v. Woodlawn Neighborhood Plan (1993) Ordinance No. 166786; Readopted by Ordinance No. 167054
- w. Richmond Neighborhood Plan (1994) Ordinance No. 168280.
- x. Woodstock Neighborhood Plan (1995) Ordinance No. 169488.
- y. Downtown Community Association Residential Plan (1996) Ordinance 170347
- z. Bridgeton Neighborhood Plan (1997) Ordinance 171238
- aa. Hillsdale Town Center Plan (1997) Ordinance 171699
- bb. Sellwood-Moreland Neighborhood Plan (1998) Ordinance 171849
- cc. Hollywood and Sandy Plan (2000) Ordinance No. 174325
- dd. Southwest Community Plan Vision, Policies and Objectives (2000) Ordinance No. 174667
- ee. Portsmouth Neighborhood Plan (2002) Ordinance No. 176614
- ff. Marquam Hill Plan (2002) incorporated into plan by Ordinance No. 176742; readopted by Ordinance No. 177739 (2003)
- gg. South Waterfront Plan (2002) Ordinance No. 177082

¹⁷ Added by Ordinance No. 169488, November 1995

¹⁸ Added by Ordinance No. 171849, April 1998

¹⁹ Added by Ordinance No. 170347, July 1996

3.7 Visual Communication

Maintain a balance in the need for adequate identification and communication through signage with the need to protect the public safety and welfare and to maintain an attractive appearance in the community.

3.8 Albina Community Plan Neighborhoods ²⁰

Include as part of the Comprehensive Plan neighborhood plans developed as part of the Albina Community Plan. Neighborhood plans developed as part of the Albina Community Plan are those for Arbor Lodge, Boise, Concordia, Eliot, Humboldt, Irvington, Kenton, King, Piedmont, Sabin and Woodlawn.

Objectives:

- A.** Ensure that the Arbor Lodge Neighborhood retain its unique assortment of homes and places. Encourage the development of the Mock's Crest Bluff as a scenic, recreational and tourist area. Continue to develop parts of Lombard Street and Interstate Avenue as economically viable commercial streets where businesses choose to remain and expand and where new businesses locate. Use the Arbor Lodge Neighborhood Plan to guide decisions on land use and capital improvement projects within Arbor Lodge.
- B.** Make the Boise neighborhood a more enjoyable place to live by improving its housing, the physical appearance of the neighborhood and the safety of its streets and Unthank Park. Improve education and employment opportunities and the availability of goods and services in the Boise Neighborhood. Use the Boise Neighborhood Plan to guide decisions on land use, capital improvement projects and community development activities within Boise.
- C.** Stabilize and revitalize the Concordia Neighborhood through implementation of the neighborhood's plan as part of Portland's acknowledged Comprehensive Plan. Use the Concordia Neighborhood Plan to guide decisions on land use, capital improvement projects and community development activities within Concordia.
- D.** Foster the Eliot Neighborhood through the adoption of the Eliot Neighborhood Plan as a part of Portland's acknowledged Comprehensive Plan. Through implementation of these plans ensure Eliot's growth as a vital and diverse community in the heart of Portland, an exciting and attractive place to live, work and play. Use the Eliot Neighborhood Plan to guide City actions within Eliot; including land use decisions, community development programs, urban renewal programs and the development of capital improvement projects.
- E.** Showcase the Humboldt Neighborhood as a historic and educational center. Maintain ties between Humboldt's present and past through preservation of historic development patterns and structures. Promote a neighborhood that is known for housing choice, livability and public safety through the implementation of the Humboldt Neighborhood Plan.
- F.** Ensure that Irvington remains a lively, appealing urban neighborhood whose residents continue to be diverse but share common values of neighborliness, respect for others and concern for the preservation of the neighborhood's distinctive residential character. Through the implementation of the Irvington Neighborhood Plan encourage residents and business owners to continue their involvement in community life and to work to achieve the goals for the Irvington Neighborhood.

²⁰ Added by Ordinance No. 166786, July 1993; Readopted by Ordinance No. 167054

- G.** Enhance the identity of Kenton as a stable, pleasant residential community strongly connected to its historic past, its abundant natural resources and its industrial neighbors. Use the Kenton Neighborhood Plan to guide decisions on land use, capital improvement projects and community development activities within Kenton.
- H.** Ensure the King Neighborhood's improvement and growth as a vital neighborhood in the heart of Portland's Albina Community. As the King Neighborhood physically improves also improve economic condition for King's residents. Use the King Neighborhood Plan to guide decisions on land use, capital improvement projects, urban renewal and community development activities within King.
- I.** Reinforce Piedmont as one of Portland's premier residential neighborhoods. Protect the neighborhood's heritage of historic structures and sites. Improve the neighborhood's livability while fostering the diversity of its residents. Use the Piedmont Neighborhood Plan to guide decisions on land use, capital improvement projects, urban renewal and community development activities within Piedmont.
- J.** Foster Sabin as a diverse, affordable, stable residential community that nurtures its residents and builds a spirit of caring and pride in the community. Use the Sabin Neighborhood Plan to guide decisions on land use, capital improvement projects, and community development activities within Sabin.
- K.** Strive to make Woodlawn a safe and attractive place to live. Ensure that Woodlawn continues to be a truly diverse neighborhood. Encourage the development of a variety of types of affordable homes in the Woodlawn Neighborhood. As the neighborhood continues to grow, ensure through the implementation of the Woodlawn Neighborhood Plan and the Albina Community Plan, that public safety, housing and economic problems of the neighborhood are reduced.

3.9 Outer Southeast Community Plan Neighborhoods and Business Plan ²¹

Include as part of the Comprehensive Plan neighborhood and business plans developed as part of the Outer Southeast Community Plan. Neighborhood and business plans developed as part of the Outer Southeast Community Plan are those for Centennial, Foster-Powell, Hazelwood, Lents, Mt. Scott-Arleta, Mill Park, Montavilla, Outer Southeast Business Coalition, Pleasant Valley, Powellhurst-Gilbert, and South Tabor. Use the Neighborhood Plans to guide decisions on land use, transportation and capital expenditures, community development programs, where applicable.

Objectives:

- A.** Maintain and encourage the suburban nature, pleasant appearance, and safety of Centennial.
- B.** Ensure that Foster-Powell remains a stable, diverse, affordable community whose residents include both young families and older households. Maintain its unique sense of place by preserving its historic housing and streetcar era commercial and institutional buildings. Use the Foster-Powell Neighborhood Plan as a guide to future decisions on land use, capital improvement projects, and community development activities.
- C.** Reinforce the vitality of experience and quality of life for residents, commuters, workers, visitors, and businesses in Hazelwood.

²¹ Added by Ordinance No. 169763, January 1996

- D.** Foster Lents as a thriving urban employment center where people enjoy living, working, and recreating.
- E.** Enhance the community pride, safety, residential quality, and accessibility of the Mt. Scott-Arleta Neighborhood.
- F.** Foster Mill Park's vision to create a village atmosphere within its neighborhood.
- G.** Strengthen Montavilla as a historic, commercially viable neighborhood with a wide variety of historic structures and accessible open spaces.
- H.** Enhance the image, marketability, and vitality of businesses and business areas in Outer Southeast. Use the Outer Southeast Business Plan to guide decisions on land use, transportation, capital expenditures, and economic revitalization programs.
- I.** Ensure the high quality of life and environmental integrity of the Pleasant Valley Neighborhood through implementation of the Pleasant Valley Neighborhood Plan.
- J.** Make the Powellhurst-Gilbert Neighborhood an enjoyable and pleasant place to live by improving the physical appearance of the neighborhood, improving commercial viability, and residential diversity.
- K.** Enhance the identity of South Tabor as a stable, pleasant, residential community with close ties to its commercial neighbors and nearby parks.

3.10 Northwest District Plan²²

Promote the livability, historic character, and economic vitality of a diverse, mixed-use, urban neighborhood by including the Northwest District Plan as part of this Comprehensive Plan.

²² Added by Ordinance No. 177920, September 2003

4 HOUSING ²³

GOAL:

- 4 Enhance Portland’s vitality as a community at the center of the region’s housing market by providing housing of different types, tenures, density, sizes, costs, and locations that accommodate the needs, preferences, and financial capabilities of current and future households.**

POLICIES & OBJECTIVES – HOUSING SUPPLY:

4.1 Housing Availability

Ensure that an adequate supply of housing is available to meet the needs, preferences, and financial capabilities of Portland’s households now and in the future.

Objectives:

- A.** Designate sufficient buildable land for residential development to accommodate Portland’s share of regional household growth to reduce the need for urban growth boundary expansions.
- B.** Develop new relationships and mechanisms that increase private investment in, and production of, housing.
- C.** Consider the cumulative impact of regulations on the ability of housing developers to meet current and future housing demand.
- D.** Encourage the efficient use of existing housing.
- E.** Encourage the efficient use of infrastructure by focusing well-designed new and redeveloped housing on vacant, infill, or under-developed land.
- F.** Encourage housing design that supports the conservation, enhancement, and continued vitality of areas of the city with special scenic, historic, architectural or cultural value.
- G.** Facilitate the redevelopment of surface parking lots zoned for residential and mixed-uses to accommodate housing and mixed-use development.
- H.** Create alternatives to the demolition, without replacement, of structurally sound housing on residentially zoned property.
- I.** Reduce nonregulatory barriers to the development of vacant residentially zoned sites.
- J.** Limit residential development in areas designated as industrial sanctuaries.

²³ Amended by ordinance No. 172954 (January 15, 1999) which replaced the entire goal and policies.

4.2 Maintain Housing Potential

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

Objectives:

- A.** Allow the replacement of housing potential to be accomplished by such means as: 1) rezoning (and redesignating) existing commercial, employment, or industrial land to residential; 2) rezoning (and redesignating) lower density residential land to higher density residential land; and 3) rezoning to the CM zone; or 4) building residential units on the site or in a commercial or employment zone if there is a long term guarantee that housing will remain on the site.
- B.** Allow for the mitigation of the loss of potential housing units with a housing pool credit system.

4.3 Sustainable Housing

Encourage housing that supports sustainable development patterns by promoting the efficient use of land, conservation of natural resources, easy access to public transit and other efficient modes of transportation, easy access to services and parks, resource efficient design and construction, and the use of renewable energy resources.

Objectives:

- A.** Place new residential developments at locations that increase potential ridership on the regional transit system and support the Central City as the region's employment and cultural center.
- B.** Establish development patterns that combine residential with other compatible uses in mixed-use areas such as the Central City, Gateway Regional Center, Station Communities, Town Centers, Main Streets, and Corridors.
- C.** Encourage the development of housing at transit-supportive densities near transit streets, especially where parks or schools are present, to ensure that the benefits of the public's investment in those facilities are available to as many households as possible.
- D.** Foster flexibility in the division of land and the siting of buildings, and other improvements to reduce new development's impacts on environmentally sensitive areas.
- E.** Use resource efficient technologies and materials in housing construction that increase the useful life of new and existing housing.

POLICIES & OBJECTIVES – SAFETY AND QUALITY:

4.4 Housing Safety

Ensure a safe and healthy built environment and assist in the preservation of sound existing housing and the improvement of neighborhoods.

Objectives:

- A.** Ensure safe housing for Portland's citizens of all income levels.
- B.** Encourage the return of abandoned housing to useful and safe occupancy.
- C.** Ensure the safety of the general public by requiring owners to repair substandard housing or as a last resort, demolish dangerous housing.

4.5 Housing Conservation

Restore, rehabilitate, and conserve existing sound housing as one method of maintaining housing as a physical asset that contributes to an area's desired character.

Objectives:

- A.** Require owners, investors, and occupants, to be responsible for maintenance of the housing stock.
- B.** Encourage the adaptive reuse of existing buildings for residential use.

4.6 Housing Quality

Encourage the development of housing that exceeds minimum construction standards.

Objectives:

- A.** Promote housing that provides air quality, access to sunlight, and is well protected from noise and weather.
- B.** Ensure that owners, managers, and residents of rental property improve the safety, durability, and livability of rental housing.
- C.** Protect housing from excessive off-site impacts including pollution, noise, vibration, odors, and glare.
- D.** Limit conflicts between existing business areas and housing caused by traffic and parking, noise, and signage.

POLICIES & OBJECTIVES - HOUSING OPPORTUNITY:

4.7 Balanced Communities

Strive for livable mixed-income neighborhoods throughout Portland that collectively reflect the diversity of housing types, tenures (rental and ownership) and income levels of the region.

Objectives:

- A.** Achieve a distribution of household incomes similar to the distribution of household incomes found citywide, in the Central City, Gateway Regional Center, in town centers, and in large redevelopment projects.
- B.** Maintain income diversity within neighborhoods by 1) allowing a mix of housing types and tenures, including houses, houses on smaller lots, small houses, duplexes, attached housing, accessory dwelling units, multi-dwelling housing, and mixed-use developments; and 2) ensure that income diversity is maintained over the long-term.
- C.** Promote the development of mixed-income housing that may include a mix of housing types.
- D.** Encourage housing opportunities for extremely low and very low-income households (below 50% MFI) in all neighborhoods to avoid their concentration in any one area.
- E.** Actively encourage the dispersal of housing with on-site social services throughout the city.
- F.** Support public and private actions that improve the physical and social environment of areas that have experienced disinvestment in housing, that have a concentration of low-income households, or that lack infrastructure.
- G.** Encourage the development and preservation of housing that serves a range of household income levels at locations near public transit and employment opportunities.
- H.** Improve the balance in the city's population by attracting a proportionate share of the region's families with children in order to encourage stabilized neighborhoods and a vital public school system.
- I.** Expand homeownership opportunities for existing residents in neighborhoods with homeownership rates lower than the regional average.
- J.** Expand multi-dwelling and rental housing opportunities in neighborhoods with homeownership rates higher than the regional average.
- K.** As neighborhoods evolve, discourage the involuntary displacement of low-income residents from their community, while expanding housing opportunities to create more balanced communities.

4.8 Regional Housing Opportunities

Ensure opportunities for economic and racial integration throughout the region by advocating for the development of a range of housing options affordable to all income levels throughout the region.

Objectives:

- A.** Advocate for the development of a regional “fair share” strategy for meeting the housing needs of low, moderate, and higher-income households and people in protected classes in cities and counties throughout the region.
- B.** Support regulations and incentives that encourage the production and preservation of housing that is affordable at all income levels throughout the region.
- C.** Work with Metro and other jurisdictions to secure greater regional participation in addressing the housing needs of people who are homeless, low-income or members of protected classes.

4.9 Fair Housing

Ensure freedom of choice in housing type, tenure, and neighborhood for all, regardless of race, color, age, gender, familial status, sexual orientation, religion, national origin, source of income or disability.

Objectives:

- A.** Support programs that increase opportunities for minorities, low-income people, and people in protected classes to gain access to housing throughout the region.
- B.** Prohibit discrimination in selling, renting, leasing, or subleasing residential real estate on the basis of an individual’s race, color, age if over 18, gender, marital status, familial status, sexual orientation, religion, national origin, source of income, or disability.
- C.** Reduce barriers to the siting of housing for the elderly or people with disabilities at residential locations throughout the city that have access to needed social services and transit while recognizing that different populations have different needs.
- D.** Ensure the development of housing accessible to people with physical limitations, and the adaptation of existing homes to improve accessibility for people with disabilities.

4.10 Housing Diversity

Promote creation of a range of housing types, prices, and rents to 1) create culturally and economically diverse neighborhoods; and 2) allow those whose housing needs change to find housing that meets their needs within their existing community.

Objectives:

- A.** Keep Portland inviting to households with children by ensuring through public and private action the availability of housing that meets their needs throughout the city.
- B.** Support homeownership opportunities in new multi-dwelling housing by encouraging the creation of condominiums, cooperatives, mutual housing associations, and limited equity cooperatives.
- C.** Accommodate a variety of housing types that are attractive and affordable to potential homebuyers at all income levels.
- D.** Encourage the production of a range of housing types for the elderly and people with disabilities, including but not limited to independent living, assisted living, and skilled nursing care facilities.

- E. Support opportunities for renter households by providing a range of housing types, sizes, and rent levels throughout the city.
- F. Increase the public school population in Portland, preventing widespread school closures, and the consequent underutilization of public facilities.

POLICIES & OBJECTIVES – HOUSING AFFORDABILITY:

4.11 Housing Affordability

Promote the development and preservation of quality housing that is affordable across the full spectrum of household incomes.

Objectives:

- A. Include strategies and actions that encourage the provision of housing affordable to all income levels in neighborhood, and community plans, and other area plans that pertain to housing.
- B. Ensure the availability of housing that meets the needs of all Portland households.
- C. Encourage the development and use of housing construction technologies that streamline the housing construction process, reduce development costs and environmental impacts, and produce sound and durable housing.
- D. Promote conservation programs and energy-efficient practices and programs that reduce housing operating costs for energy, sewer, and water usage.
- E. Work in partnership with the Housing Authority of Portland to preserve its portfolio of federally assisted housing at rents levels affordable to extremely and very low-income households.
- F. Pursue adequate financial resources to develop, maintain and preserve housing and housing assistance programs for households whose needs are not met by the housing market.
- G. Narrow the gap between housing costs and income.

4.12 Housing Continuum

Ensure that a range of housing from temporary shelters, to transitional, and to permanent housing for renters and owners is available, with appropriate supportive services for those who need them.

Objectives:

- A. Plan and coordinate the provision of housing opportunities for households-whose needs are not met by the private for-profit market.
- B. Promote the preservation and development of a sufficient supply of transitional and permanent housing affordable to extremely low-income individuals and households with children in order to reduce or prevent homelessness.
- C. Provide opportunities throughout the city for emergency shelters and transitional housing for people who are homeless.

- D. Stimulate production of a variety of housing types that are affordable and responsive to the needs of very low, low, moderate, and middle-income households.
- E. Expand opportunities for first-time homebuyers.

4.13 Humble Housing

Ensure that there are opportunities for development of small homes with basic amenities to ensure housing opportunities for low-income households, members of protected classes, households with children, and households supportive of reduced resource consumption.

Objectives:

- A. Ensure that regulations facilitate the option of development of small homes.
- B. Reduce barriers to the development and finance of small homes.

4.14 Neighborhood Stability

Stabilize neighborhoods by promoting: 1) a variety of homeownership and rental housing options; 2) security of housing tenure; and 3) opportunities for community interaction.

Objectives:

- A. Promote and maintain homeownership options within neighborhoods.
- B. Promote housing opportunities that build a sense of community, civic involvement and neighborhood pride.
- C. Protect, preserve, and restore the City's single-room occupancy (SRO) and low-income housing.
- D. Encourage the retention of existing rental housing at rent levels affordable to area residents.
- E. Increase opportunities for construction, acquisition, or preservation of housing affordable to area residents in locations where rising property values and gentrification contribute to their involuntary displacement.
- F. Require the property owner to assist in the relocation of low-income residents whenever multi-dwelling buildings are converted to condominiums.
- G. Promote good neighbor relationships between housing developers and their neighbors.
- H. Enable people who are elderly to remain in their own neighborhoods as their needs change by supporting shared housing, accessory dwellings, smaller homes, adult foster homes, and other assisted residential living arrangements.
- I. Allow the city's housing to be adapted to enable households to remain in the same home or neighborhood through all their different life cycles.
- J. Preserve existing mobile home parks.
- K. Enhance the quality of the design of new infill residential development.

4.15 Regulatory Costs and Fees

Consider the impact of regulations and fees in the balance between housing affordability and other objectives such as environmental quality, urban design, maintenance of neighborhood character, and protection of public health, safety, and welfare.

Objectives:

- A.** Improve housing affordability by imposing the lowest permit fee, or system development charge necessary to recover cost of city services delivered in a cost effective manner.
- B.** Achieve greater predictability in project decision timelines, outcomes, and costs.
- C.** Allow reduced parking requirements for housing where the parking demand is reduced and impacts are minimal.

5 *ECONOMIC DEVELOPMENT*²⁴

GOAL:

- 5 Foster a strong and diverse economy which provides a full range of employment and economic choices for individuals and families in all parts of the city.**

POLICIES & OBJECTIVES:

5.1 Urban Development and Revitalization

Encourage investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities.

Objectives:

- A.** Ensure that there are sufficient inventories of commercially and industrially-zoned, buildable land supplied with adequate levels of public and transportation services.
- B.** Support programs and policies which serve to maintain Downtown Portland and the Lloyd District as the major regional employment, cultural, business, and governmental center. Implement the Central City Plan and carry out the urban development goals of the Comprehensive Plan.
- C.** Retain industrial sanctuary zones and maximize use of infrastructure and intermodal transportation linkages with and within these areas.
- D.** Provide for a diversity of housing types and price ranges to meet the varied needs of Portland citizens, including market, moderate and low income housing.
- E.** Define and develop Portland's cultural, historic, recreational, educational and environmental assets as important marketing and image-building tools of the city's business districts and neighborhoods.
- F.** Recognize and support environmental conservation and enhancement activities for their contribution to the local economy and quality of life for residents, workers and wildlife in the city.

5.2 Business Development

Sustain and support business development activities to retain, expand and recruit businesses.

Objectives:

- A.** Develop incentives for businesses to locate and stay in Council-designated target areas. Encourage Council-designated target industries to locate, stay and expand within the City, particularly in the target areas.

²⁴ Amended by Ordinance No. 168142 (September 21, 1994) which replaced the entire goal and policies.

- B.** Incorporate economic considerations in long-range planning activities undertaken by the Bureau of Planning.
- C.** Advocate with Metro, Tri-Met, and other agencies conducting regional planning to consider economic concerns in their land use and transportation planning activities.
- D.** Ensure citizen involvement in the policy development and decision-making process on publicly-funded economic development projects and activities.

5.3 Community-Based Economic Development

Support community-based economic development initiatives consistent with this Comprehensive Plan and compatible with neighborhood livability.

Objectives:

- A.** Assist broadly-based community coalitions to implement development objectives and programs of adopted community or neighborhood plans. Coalition interests include, at a minimum, City-recognized neighborhood and business associations, as well as businesses, residents, educators, service providers, and other groups and individuals.
- B.** Coordinate activities with other governments, resource organizations and service providers to implement adopted community and neighborhood plan objectives, programs and actions.
- C.** Evaluate the impact of zoning regulations and procedures on neighborhood businesses and retailers using the community and neighborhood planning process. Involve affected business district associations and neighborhood associations in that evaluation.
- D.** Encourage consensus-building activities at the community and neighborhood levels which enhance neighborhood livability and promote economic vitality.

5.4 Transportation System ²⁵

Promote a multi-modal regional transportation system that encourages economic development.

Objectives:

- A.** Support regional transportation improvements to facilitate the efficient movement of goods and services in and out of Portland's major industrial and commercial areas. Ensure access to intermodal terminals and related distribution facilities.
- B.** Support the maintenance and efficient use of the transportation infrastructure for local, national, and international distribution of goods and services.
- C.** Work closely with public agencies, such as Tri-Met, and the private sector to deliver an efficient and effective transportation system and network. Improve transit connections between residential communities and work sites.
- D.** Support transit-supportive development and redevelopment along designated transit streets and in the vicinity of transit stations.

²⁵ Amended by Ordinance No. 170136, May 1996; amended by Ordinance No. 177028, October 2002

- E.** Promote safe and pleasant bicycle and pedestrian access to and circulation within commercial areas. Provide convenient, secure bicycle parking for employees and shoppers.
- F.** Encourage a wide range of goods and services in each commercial area in order to promote air quality and energy conservation.
- G.** Pursue special opportunities for alternative modes of transportation to serve as attractors themselves. Such projects include water taxis, streetcars and bicycle/pedestrian facilities and amenities.
- H.** Pursue transportation and parking improvements that reinforce commercial, industrial and residential districts and promote development of new commercial, industrial, and residential districts.

5.5 Infrastructure Development

Promote public and private investments in public infrastructure to foster economic development in Council-designated target areas.

Objectives:

- A.** Define the roles and functions of each target area in the context of City-wide and subarea economic development goals. Using a participatory process, prepare an economic development plan for each target area which responds to the City's overall economic development goals and identifies infrastructure projects. Participants will include, at a minimum, affected business and neighborhood associations, local businesses and citizens.
- B.** Ensure that service bureaus consider the economic development policies of this Comprehensive Plan in capital budgeting.
- C.** Facilitate the development of attractions that will generate new investment, spending and tourism.
- D.** Build public and private partnerships to link public infrastructure development to other development plans.
- E.** Use public investment as a catalyst to foster private development in Council-designated target areas.

5.6 Area Character and Identity Within Designated Commercial Areas

Promote and enhance the special character and identity of Portland's designated commercial areas.

Objectives:

- A.** Encourage cooperative efforts by area business, business associations and neighborhood associations to define and enhance the character and identity of commercial areas.
- B.** Reinforce the character and identity of commercial areas as neighborhood focal points.
- C.** Promote voluntary improvements to the physical environment within commercial areas that are attractive to customers and visitors.

- D.** Implement crime prevention measures, including design improvements, in commercial areas to increase the safety of business people, employees and customers and to maintain and promote neighborhood patronage.
- E.** Work with local businesses, neighbors and property owners, as well as City-recognized business and neighborhood associations, to identify and designate historical landmarks, Historic Districts and Historic Conservation Districts within commercial areas.
- F.** Support public and private improvements and maintenance actions which help enhance a commercial area's identity and provide a safe and attractive physical environment.

5.7 Business Environment Within Designated Commercial Areas

Promote a business environment within designated commercial areas that is conducive to the formation, retention and expansion of commercial businesses.

Objectives:

- A.** Promote business, economic growth, formation of capital and the creation and retention of jobs in designated commercial areas.
- B.** Encourage new commercial businesses to locate in established commercial areas. Where suitable sites in those areas are not available, encourage those businesses to locate in other designated commercial areas.
- C.** Sustain the role of designated commercial areas in providing shopping and employment opportunities for city residents.
- D.** Promote the concentration of commercial activities in areas so designated by community and neighborhood plans.
- E.** Concentrate the expansion of commercial and mixed use activities near the intersections of Major City Traffic or Transit Streets as designated by the Transportation Element, and near Major Transit streets.
- F.** Encourage the retention and development of higher density housing and mixed use development within commercial areas.

5.8 Diversity and Identity in Industrial Areas

Promote a variety of efficient, safe and attractive industrial sanctuary and mixed employment areas in Portland.

Objectives:

- A.** Recognize and promote the variety of industrial areas in Portland through development regulations which reflect the varied physical characteristics of the city's industrial areas. Distinguish between older developed areas and newer, less developed ones.
- B.** For each industrial zone, establish specific development requirements, while providing a mechanism to allow modification of the regulations when the proposed project design meets the purpose of the regulation.
- C.** Promote industrial parks by permitting increased development and use flexibility, after reviews to ensure that the purposes of industrial zoning regulations are met.

- D.** Within industrial districts, allow some lands designated for commercial or mixed employment. Provide for this while maintaining the overall industrial orientation of the districts.
- E.** Create mixed employment areas which encourage a broad range of employment opportunities by permitting a mix of industrial and commercial activities. Prevent land use conflicts within the mixed employment areas through the use of development standards and by limiting conflicting types of development.
- F.** For activities which tend to have substantial off-site impacts or demands on public services, limit the zones where they are permitted outright, and require additional reviews where they may be appropriate.
- G.** In determining allowable uses in zones, permit industrial activities outside of industrial sanctuaries when the activity, scale and physical development of the use are compatible with the intent of the base zone.

5.9 Protection of Non-industrial Lands

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

Objectives:

- A.** Where possible, use major natural or man-made features as boundaries and buffers for industrial areas.
- B.** When industrial zoned lands abut residential zoned lands, and there are no natural boundaries, apply special buffer overlay zone provisions to ensure that development is compatible.
- C.** Use off-site impact standards to ensure industrial activities will not cause nuisance effects on lands whose zoning permits residences.
- D.** Prevent hazardous conditions by ensuring that larger users of hazardous materials are located away from residential areas and that all users of hazardous materials meet applicable building, fire and other safety codes and regulations.

5.10 Columbia South Shore

Encourage the development of the Columbia South Shore as an industrial employment district which attracts a diversity of employment opportunities while protecting significant environmental resources and maintaining the capacity of the area infrastructure to accommodate future development.

Objectives:

- A.** Designate the bulk of the South Shore district for industrial development opportunities, particularly large sites (over 30 acres).
- B.** Allow a mix of business park and industrial development near the Airport Way and I-205 interchange, along Airport Way, and at entrances to the South Shore Industrial District.
- C.** Protect and enhance the scenic and environmental qualities of Marine Drive, the area's sloughs, areas providing significant wildlife habitat, and archaeological resources. Adopt a Columbia South Shore Cultural Resources Protection Plan. ²⁶

²⁶ Amended by Ordinance 169953, April 1996

- D.** Protect ground water resources, particularly the city's domestic water supply.
- E.** Designate and build recreation facilities in the Columbia South Shore for walkers, hikers, runners, bicyclists, and canoeists. Improve bicycle and pedestrian connections between the district and residential areas to the south.
- F.** Protect the transportation capacity of the area's street system through both review of individual developments and development of projects identified in the Transportation System Plan.²⁷
- G.** Recognize the importance of the Portland International Airport and other regional transportation facilities to the South Shore district.

5.11 Science and Technology Quarter²⁸

Establish a Science and Technology Quarter as the core of the region's biomedical, bioscience, and bioengineering industries and advance these industries by encouraging and capitalizing on the strengths of Portland's academic and medical institutions and the region's technology sector.

Objectives:

- A.** Encourage initial development of the Science and Technology Quarter in the North Macadam District, create strong links to the University District, and recognize the proximity and development opportunities of Portland's South Downtown and Central Eastside Industrial District for future development.
- B.** Undertake collaborative efforts and develop economic development strategies that foster and encourage the establishment and growth of the biomedical, bioscience, and bioengineering industries in Portland, especially within the Science and Technology Quarter.
- C.** Encourage the development of a broad range of business and education activities in the Science and Technology Quarter that will compliment and support the Quarter.
- D.** Support expansions of Oregon Health & Science University, Portland State University, and other institutions and businesses that advance the biomedical, bioscience, and bioengineering industries and create jobs in Portland.
- E.** Encourage Portland academic and medical institutions to continue working collaboratively.
- F.** Support local, state, and federal efforts to provide and improve educational opportunities and prepare Oregonians for jobs in medical, bioscience, and bioengineering-related fields.

²⁷ Amended by Ordinance No. 177028, October 2002

²⁸ Added by Ordinance No. 176742, July 2002; readopted by Ordinance No. 177739, July 2003

5.12 Guild's Lake Industrial Sanctuary Plan²⁹

Encourage the economic stability of the Guild's Lake Industrial Sanctuary, maintain its major public and private investments in multimodal infrastructure, protect its industrial lands and job base, and enhance its capacity to accommodate future industrial growth by including the Guild's Lake Industrial Sanctuary Plan as part of this Comprehensive Plan.

²⁹ Added by Ordinance No. 176092, November 2001; amended by Ordinance No. 177920, September 2003

6 *TRANSPORTATION*³⁰

GOAL:

- 6 Develop a balanced, equitable, and efficient transportation system that provides a range of transportation choices; reinforces the livability of neighborhoods; supports a strong and diverse economy; reduces air, noise, and water pollution; and lessens reliance on the automobile while maintaining accessibility.**

COORDINATION AND INVOLVEMENT POLICIES:

6.1 Coordination

Coordinate with affected state and federal agencies, local governments, special districts, and providers of transportation services when planning for and funding transportation facilities and services.

Objectives:

- A.** Coordinate the funding and development of transportation facilities with regional transportation and land use plans and with public and private investments.
- B.** Participate in Metro's processes for allocating and managing transportation funds and resources to achieve maximum benefit with limited available funds.
- C.** Involve affected agencies, local governments, special districts, and transportation providers in updates of the Transportation System Plan (TSP).
- D.** Pursue opportunities to improve the transportation system, including grants, private/public partnerships, and other non-traditional funding mechanisms.

6.2 Public Involvement

Carry out a public involvement process that provides information about transportation issues, projects, and processes to citizens, businesses and other stakeholders, especially to those traditionally underserved by transportation services, and that solicits and considers feedback when making decisions about transportation.

Objectives:

- A.** Involve community members who are traditionally under-represented in transportation planning activities.
- B.** Give consideration to Metro's Local Public Involvement Policy for Transportation Planning in Portland's transportation planning activities.

³⁰ Amended by Ordinance No. 177028 (October 30, 2002), which replaced the entire goal and policies

6.3 Transportation Education

Implement educational programs that support a range of transportation choices and emphasize safety for all modes of travel.

Objectives:

- A.** Publicize activities and the availability of resources and facilities that promote a multimodal transportation system.
- B.** Implement educational programs that recognize the need for developing and maintaining a multimodal transportation system that supports the movement of freight as well as people.
- C.** Encourage walking by developing education programs for both motorists and pedestrians and by supporting and participating in encouragement events for pedestrians.
- D.** Develop and implement education and encouragement plans aimed at youth and adult cyclists and motorists.
- E.** Increase public awareness of the benefits of walking and bicycling and of available resources and facilities.
- F.** Develop a strong school curriculum and program on transportation safety and travel choices with emphasis on environmental consequences, neighborhood livability, personal safety, and health.

STREET CLASSIFICATION AND DESCRIPTION POLICIES:

6.4 Classification Descriptions

Street classification descriptions and designations describe the types of motor vehicle, transit, bicycle, pedestrian, truck, and emergency vehicle movement that should be emphasized on each street.

Objectives:

- A.** Classification descriptions and designations are used to determine the appropriateness of street improvements and to make recommendations on new and expanding land uses through the land use review processes.
- B.** Classification descriptions are used to describe how streets should function for each mode of travel, not necessarily how they are functioning at present.
- C.** All of a street's classifications must be considered in designing street improvements and allocating funding. While a proposed project may serve only one classification, improvements should not preclude future modifications to accommodate other classifications of the street.
- D.** When the existing use of a street does not comply with its classification, no additional investments should be made that encourage that inappropriate use.
- E.** Designate new streets within a land division site as Local Service Streets for all modes unless otherwise designated through a concurrent or subsequent Comprehensive Plan amendment to the Transportation Element.

- F.** Designate new streets within Pedestrian Districts and Freight Districts as Local Service Streets unless otherwise designated through a Comprehensive Plan amendment to the Transportation Element.

6.5 Traffic Classification Descriptions

Maintain a system of traffic streets that support the movement of motor vehicles for regional, interregional, interdistrict, and local trips as shown. For each type of traffic classification, the majority of motor vehicle trips on a street should conform to its classification description.

Objectives:

A. Regional Trafficways

Regional Trafficways are intended to serve interregional district movement that has only one trip end in a transportation district or to serve trips that bypass a district completely.

- **Land Use/Development.** Regional Trafficways should serve the Central City, regional centers, industrial areas, and intermodal facilities and should connect key freight routes within the region to points outside the region. Encourage private and public development of regional significance to locate adjacent to Regional Trafficway interchanges.
- **Connections.** Regional Trafficways should connect to other Regional Trafficways, Major City Traffic Streets, and District Collectors. A ramp that connects to a Regional Trafficway is classified as a Regional Trafficway from its point of connection up to its intersection with a lower-classified street.
- **Buffering.** Adjacent neighborhoods should be buffered from the impacts of Regional Trafficways.
- **Dual Classification.** A street with dual Regional Trafficway and Major City Traffic Street classifications should retain the operational characteristics of a Major City Traffic Street and respond to adjacent land uses.

B. Major City Traffic Streets

Major City Traffic Streets are intended to serve as the principal routes for traffic that has at least one trip end within a transportation district.

- **Land Use/Development.** Major City Traffic Streets should provide motor vehicle connections among the Central City, regional centers, town centers, industrial areas, and intermodal facilities. Auto-oriented development should locate adjacent to Major City Traffic Streets, but should orient to pedestrians along streets also classified as Transit Streets or within Pedestrian Districts.
- **Connections.** Major City Traffic Streets should serve as primary connections to Regional Trafficways and serve major activity centers in each district. Traffic with no trip ends within a transportation district should be discouraged from using Major City Traffic Streets.
- **On-Street Parking.** On-street parking may be removed and additional right-of-way purchased to provide adequate traffic access when consistent with the street design designation of the street. Evaluate the need for on-street parking to serve adjacent land uses and improve the safety of pedestrians and bicyclists when making changes to the roadway.

C. Traffic Access Streets

Traffic Access Streets are intended to provide access to Central City destinations, distribute traffic within a Central City district, provide connections between Central City districts, and distribute traffic from Regional Trafficways and Major City Traffic Streets for access within the district. Traffic Access Streets are not intended for through-traffic with no trip ends in the district.

- Land Use/Development. Traffic Access Streets serve Central City land uses. Solutions to congestion problems on Traffic Access Streets must accommodate the high-density pattern desired in the Central City.
- Connections. Connections to adjoining transportation districts should be to District or Neighborhood Collectors. Intersections of Traffic Access Streets and streets with higher or similar classifications should be signalized, where warranted, to facilitate the safe movement of traffic along each street as well as turning movements from one street to the other.
- Access. Reduction in motor vehicle congestion is given less priority than: supporting pedestrian access and enhancing the pedestrian environment; maintaining on-street parking to support land uses; accommodating transit; or accommodating bicycles. Access to off-street parking is allowed.
- Right-of-way Acquisition. Acquisition of additional right-of-way to reduce congestion is discouraged.

D. District Collectors

District Collectors are intended to serve as distributors of traffic from Major City Traffic Streets to streets of the same or lower classification. District Collectors serve trips that both start and end within a district.

- Land Use/Development. District Collectors generally connect town centers, corridors, main streets, and neighborhoods to nearby regional centers and other major destinations. Land uses that attract trips from the surrounding neighborhoods or from throughout the district should be encouraged to locate on District Collectors. Regional attractors of traffic should be discouraged from locating on District Collectors.
- Connections. District Collectors should connect to Major City Traffic Streets, other collectors, and local streets and, where necessary, to Regional Trafficways.
- On-Street Parking. Removal of on-street parking and right-of-way acquisition should be discouraged on District Collectors, except at specific problem locations to accommodate the equally important functions of traffic movement and vehicle access to abutting properties.

E. Neighborhood Collectors

Neighborhood Collectors are intended to serve as distributors of traffic from Major City Traffic Streets or District Collectors to Local Service Streets and to serve trips that both start and end within areas bounded by Major City Traffic Streets and District Collectors.

- Land Use/Development. Neighborhood Collectors should connect neighborhoods to nearby centers, corridors, station communities, main streets, and other nearby destinations. New land uses and major expansions of land uses that attract a significant volume of traffic from outside the neighborhood should be discouraged from locating on Neighborhood Collectors.

- **Connections.** Neighborhood Collectors should connect to Major City Traffic Streets, District Collectors, and other Neighborhood Collectors, as well as to Local Service Streets.
- **Function.** The design of Neighborhood Collectors may vary over their length as the land use character changes from primarily commercial to primarily residential. Some Neighborhood Collectors may have a regional function, either alone or in concert with other nearby parallel collectors. All Neighborhood Collectors should be designed to operate as neighborhood streets rather than as regional arterials.
- **On-Street Parking.** The removal of on-street parking and right-of-way acquisition should be discouraged on Neighborhood Collectors.

F. Local Service Traffic Streets

Local Service Traffic Streets are intended to distribute local traffic and provide access to local residences or commercial uses.

- **Land Use/Development.** Discourage auto-oriented land uses from using Local Service Traffic Streets as their primary access.
- **Classification.** Streets not classified as Regional Trafficways, Major City Traffic Streets, District Collectors, or Neighborhood Collectors are classified as Local Service Traffic Streets.
- **Connections.** Local Service Traffic Streets should connect neighborhoods, provide local circulation, and provide access to nearby centers, corridors, station areas, and main streets.
- **Function.** Local Service Traffic Streets provide local circulation for traffic, pedestrians, and bicyclists and (except in special circumstances) should provide on-street parking. In some instances where vehicle speeds and volumes are very low (for example, woonerfs and accessways), Local Service Traffic Streets may accommodate both vehicles and pedestrians and bicyclists in a shared space.

6.6 Transit Classification Descriptions

Maintain a system of transit streets that supports the movement of transit vehicles for regional, interregional, interdistrict, and local trips.

Objectives:

A. Regional Transitways

Regional Transitways are intended to provide for interregional and interdistrict transit trips with frequent, high-speed, high-capacity, express, or limited service, and to connect the Central City with all regional centers.

- **Land Use.** Development with a regional attraction (e.g., shopping centers, arenas) are encouraged to locate adjacent to Regional Transitways to reduce traffic impacts on adjoining areas and streets. Locate high-density development within a half-mile of transit stations on Regional Transitways, with the highest densities closest to the stations.
- **Access to Transit.** Transit stations should be designed to accommodate a high level of multimodal access within a half-mile radius of the station. Use feeder bus service to access Regional Transit stations. Use park-and-ride facilities to access Regional Transit stations only at ends of Regional Transitways or where adequate feeder bus service is not feasible.

- **Improvements.** Use transit-preferential treatments to facilitate light rail and bus operations. Consider the use of access management measures to reduce conflicts between transit vehicles and other vehicles. Where compatible with adjacent land uses, right-of-way acquisition or parking removal may occur to accommodate transit-preferential measures and improve access to transit.
- **Transfer Points.** Provide safe and convenient transfer points with covered waiting areas with transit route information, benches, trash receptacles, enhanced signing, lighting, and telephones.
- **Bus Stops.** Buses providing local service along Regional Transitways should have more frequent stop spacing, similar to stop spacing along Major Transit Priority Streets.

B. Major Transit Priority Streets

Major Transit Priority Streets are intended to provide for high-quality transit service that connects the Central City and other regional and town centers and main streets.

- **Land Use.** Transit-oriented land uses should be encouraged to locate along Major Transit Priority Streets, especially in centers. Discourage auto-oriented development from locating on a Major Transit Priority Street, except where the street is outside the Central City, regional or town center, station community, or main street and is also classified as a Major City Traffic Street. Support land use densities that vary directly with the existing and planned capacity of transit service.
- **Access to Transit.** Provide safe and convenient access for pedestrians and bicyclists to, across, and along Major Transit Priority Streets.
- **Improvements.** Employ transit-preferential measures, such as signal priority and bypass lanes. Where compatible with adjacent land use designations, right-of-way acquisition or parking removal may occur to accommodate transit-preferential measures or improve access to transit. The use of access management should be considered where needed to reduce conflicts between transit vehicles and other vehicles.
- **Transfer Points.** Provide safe and convenient transfer points with covered waiting areas, transit route information, benches, trash receptacles, enhanced signing, lighting, and telephones. Limited transit service should stop at transfer points and activity centers along Major Transit Priority Streets.
- **Dual Classification.** Streets with dual Regional Transitway and Major Transit Priority Street classifications should retain the operational characteristics of Major Transit Priority Streets, and development should orient to the street.
- **Bus Stops.** Locate bus stops to provide convenient access to neighborhoods and commercial centers. Stops should be located relatively close together in high-density and medium-density areas, including regional and town centers and along most main streets, and relatively farther apart in lower-density areas. Passenger amenities should include shelters and route information.

C. Transit Access Streets

Transit Access Streets are intended for district-oriented transit service serving main streets, neighborhoods, and commercial, industrial, and employment areas.

- **Land Use.** Encourage pedestrian-oriented development in commercial and mixed-use areas along Transit Access Streets.

- Access to Transit. Provide safe and convenient pedestrian and bicycle access to transfer points and stops and along Transit Access Streets.
- Transfer Points. Provide bus shelters, safe and convenient pedestrian crossings, and transit information at transfer points.
- Improvements. Employ transit-preferential measures at specific intersections to facilitate bus operations where there are significant bus delays. Applicable preferential treatments include signal priority, queue jump lanes, and curb extensions.
- Bus Stops. Locate stops closer together in neighborhood commercial areas and somewhat farther apart in other areas along Transit Access Streets. Passenger amenities, including covered waiting areas, are appropriate along Transit Access Streets.

D. Community Transit Streets.

Community Transit Streets are intended to serve neighborhoods and industrial areas and connect to citywide transit service.

- Land Use. Encourage pedestrian-oriented development in commercial and mixed-use areas along Community Transit Streets.
- Transit Service. Community Transit Streets typically carry feeder bus service, mini-bus, or demand-responsive services. Demand-responsive service may include service that is tailored to areas (e.g., industrial areas) that have unusual transit service needs. The size and type of transit vehicle should be appropriate to the needs of the land uses served.
- Pedestrian and Bicycle Access. Provide safe and convenient pedestrian and bicycle access along Community Transit Streets and to transfer points and stops.
- Improvements. Community Transit Streets are typically used for access by bicyclists, pedestrians, and drivers to reach neighborhood destinations. Parking removal or the acquisition of additional right-of-way should not be undertaken to enhance transit service on Community Transit Streets, except at specific locations to correct unsafe transit operations or accommodate access to transit.
- Transfer Points. Provide covered waiting areas and transit information at transfer points.
- Bus Stops. Locate stops closer together in neighborhood commercial areas and farther apart in other areas along Community Transit Streets.

E. Local Service Transit Streets

Local Service Transit Streets are intended to provide transit service to nearby residents and adjacent commercial areas.

- Land Use. Transit operations on Local Service Transit Streets should give preference to access for individual properties and to the specific needs of property owners and residents along the street.
- Classification. Streets not classified as Regional Transitways, Major Transit Priority Streets, Transit Access Streets, or Community Transit Streets are classified as Local Service Transit Streets.

- Function. Local Service Transit Streets may be used for paratransit service, end loops for regularly scheduled routes, and may carry school buses.
- Bus Stops. Locate stops along Local Service Transit Streets based on Tri-Met service standards.

F. Transit Stations

Transit stations are locations where light rail vehicles or other high-capacity transit vehicles stop to board and unload passengers.

- Locations. Locate Transit Stations on Regional Transitways to provide direct and convenient service to regional and town centers and major trip generators along the transitway. Station locations are conceptual. Actual locations should be used for regulatory purposes such as measuring distances.
- Passenger Facilities. Provide safe and convenient covered waiting areas and easy transfer to other transit services. Provide transit information and access for pedestrians and bicyclists. Transit Stations should have a full range of passenger services, including route information, benches, secure bicycle parking, trash receptacles, enhanced signing, lighting, and telephones.
- Transit Station Spacing. Place Transit Stations along Regional Transitways with light rail service or other high-capacity transit service at intervals of approximately one-half mile. In high-density areas in the Central City, consider closer station spacing of three to four blocks.

G. Intercity Passenger Rail

Intercity Passenger Rail provides commuter and other rail passenger service.

- Station Spacing. Stations are typically located one or more miles apart, depending on overall route length.

H. Passenger Intermodal Facilities

Passenger Intermodal Facilities serve as the hub for various passenger modes and the transfer point between modes.

- Connections. Passenger Intermodal Facilities connect inter-urban passenger service with urban public transportation service and are highly accessible by all modes.

6.7 Bicycle Classification Descriptions

Maintain a system of bikeways to serve all bicycle users and all types of bicycle trips.

Objectives:

A. City Bikeways

City Bikeways are intended to serve the Central City, regional and town centers, station communities, and other employment, commercial, institutional, and recreational destinations.

- Land Use. Auto-oriented land uses should be discouraged from locating on City Bikeways that are not also classified as Major City Traffic Streets.
- Design. Consider the following factors in determining the appropriate design treatment for City Bikeways: traffic volume, speed of motor vehicles, and street width. Minimize conflicts where City Bikeways cross other streets.

- **Improvements.** Consider the following possible design treatments for City Bikeways: bicycle lanes, wider travel lanes, wide shoulders on partially improved roadways, bicycle boulevards, and signage for local street connections.
- **On-Street Parking.** On-street motor vehicle parking may be removed on City Bikeways to provide bicycle lanes, except where parking is determined to be essential to serve adjacent land uses, and feasible options are not available to provide the parking on-site.
- **Bicycle Parking.** Destinations along City Bikeways should have long-term and/or short-term bicycle parking to meet the needs of bicyclists.
- **Traffic Calming.** When bicycle lanes are not feasible, traffic calming, bicycle boulevards, or similar techniques will be considered to allow bicyclists to share travel lanes safely with motorized traffic.

B. Off-Street Paths

Off-Street Paths are intended to serve as transportation corridors and recreational routes for bicycling, walking, and other non-motorized modes.

- **Connections.** Use Off-Street Paths as convenient shortcuts to link urban destinations and origins along continuous greenbelts such as rivers, park and forest areas, and other scenic corridors, and as elements of a regional, citywide, or community recreational trail plan.
- **Location.** Establish Off-Street Paths in corridors not well served by the street system.
- **Improvements.** Use the Bikeway Design and Engineering Guidelines to design Off-Street Paths. Off-Street Paths should be protected or grade-separated at intersections with major roadways.

C. Local Service Bikeways

Local Service Bikeways are intended to serve local circulation needs for bicyclists and provide access to adjacent properties.

- **Classification.** All streets not classified as City Bikeways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Bikeways.
- **Improvements.** Consider the following design treatments for Local Service Bikeways: shared roadways, traffic calming, bicycle lanes, and extra-wide curb lanes. Crossings of Local Service Bikeways with other rights-of-way should minimize conflicts.
- **On-Street Parking.** On-street parking on Local Service Bikeways should not be removed to provide bicycle lanes.
- **Operation.** Treatment of Local Service Bikeways should not have a side effect of creating, accommodating, or encouraging automobile through-traffic.

6.8 Pedestrian Classification Descriptions

Maintain a system of pedestrianways to serve all types of pedestrian trips, particularly those with a transportation function.

Objectives:

A. Pedestrian Districts

Pedestrian Districts are intended to give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, and station communities.

- **Land Use.** Zoning should allow a transit-supportive density of residential and commercial uses that support lively and intensive pedestrian activity. Auto-oriented development should be discouraged in Pedestrian Districts. Institutional campuses that generate high levels of pedestrian activity may be included in Pedestrian Districts. Exceptions to the density and zoning criteria may be appropriate in some designated historic districts with a strong pedestrian orientation.
- **Streets within a District.** Make walking the mode of choice for all trips within a Pedestrian District. All streets within a Pedestrian District are equal in importance in serving pedestrian trips and should have sidewalks on both sides.
- **Characteristics.** The size and configuration of a Pedestrian District should be consistent with the scale of walking trips. A Pedestrian District includes both sides of the streets along its boundaries, except where the abutting street is classified as a Regional Trafficway. In these instances, the land up to the Regional Trafficway is considered part of the Pedestrian District, but the Regional Trafficway itself is not.
- **Access to Transit.** A Pedestrian District should have, or be planned to have, frequent transit service and convenient access to transit stops.
- **Improvements.** Use the Pedestrian Design Guide to design streets within Pedestrian Districts. Improvements may include widened sidewalks, curb extensions, street lighting, street trees, and signing. Where two arterials cross, design treatments such as curb extensions, median pedestrian refuges, marked crosswalks, and traffic signals should be considered to minimize the crossing distance, direct pedestrians across the safest route, and provide safe gaps in the traffic stream.

B. Pedestrian-Transit Streets

Pedestrian-Transit Streets are intended to create a strong and visible relationship between pedestrians and transit within the Central City.

- **Land Use.** Pedestrian-Transit Streets respond to significant public investments in public transportation, including light rail, the transit mall, and streetcar, and enhance the pedestrian environment adjacent to high-density land uses.
- **Improvements.** Improvements should include wide sidewalks to accommodate high levels of pedestrian traffic, urban design features that promote pedestrian activity, and visual signals to motor vehicles to recognize the priority of pedestrian and transit vehicles.

C. City Walkways

City Walkways are intended to provide safe, convenient, and attractive pedestrian access to activities along major streets and to recreation and institutions; provide connections between neighborhoods; and provide access to transit.

- **Land Use.** City Walkways should serve areas with dense zoning, commercial areas, and major destinations. Where auto-oriented land uses are allowed on City Walkways, site development standards should address the needs of pedestrians for access.

- Improvements. Use the Pedestrian Design Guide to design City Walkways. Consider special design treatment for City Walkways that are also designated as Regional or Community Main Streets.

D. Off-Street Paths

Off-Street Paths are intended to serve recreational and other walking trips.

- Function. Use Off-Street Paths as short cuts to link urban destinations and origins along continuous greenbelts such as rivers, park and forest areas, and other scenic corridors, and used as elements of a regional, citywide, or community recreational trail plan.
- Location. Establish Off-Street Paths in corridors not well served by the street system. On existing rights-of-way that are not developed or likely to be developed in the near future, Off-Street Paths may be designated where needed to complete the pedestrian system.
- Improvements. Use the Pedestrian Design Guide to design Off-Street Paths. Design Off-Street Paths as separated facilities that accommodate pedestrians and may accommodate other non-motorized vehicles.

E. Local Service Walkways

Local Service Walkways are intended to serve local circulation needs for pedestrians and provide safe and convenient access to local destinations, including safe routes to schools.

- Land Use. Local Service Walkways are usually located in residential, commercial, or industrial areas on Local Service Traffic Streets.
- Classification. All streets not classified as City Walkways or Off-Street Paths, with the exception of Regional Trafficways not also classified as Major City Traffic Streets, are classified as Local Service Walkways.
- Improvements. Use the Pedestrian Design Guide to design Local Service Walkways.

6.9 Freight Classification Descriptions

Maintain a system of truck streets and districts and other freight facilities.

Objectives:

A. Freight Districts

Freight Districts are intended to provide for safe and convenient truck movement in areas serving large numbers of truck trip ends and to accommodate the needs of intermodal facilities.

- Land Use. Freight Districts encompass truck terminals, freight intermodal facilities, and industrial sanctuaries. Encourage national and international shipping firms to locate near intermodal facilities within Freight Districts.
- Function. All streets within a Freight District are intended to allow truck movements.
- Improvements. Street improvements in Freight Districts should be designed to serve truck movements and access to industrial areas.

B. Regional Truck Streets

Regional Truck Streets are intended to provide interstate and interregional truck movements that bypass a district completely or have only one trip end in a Transportation District.

- Land Use. Encourage land uses that generate high levels of truck traffic to locate near interchanges with Regional Trafficways and Regional Truck Streets.
- Function. Regional Truck Streets should provide access to Truck Districts and to interchanges with Major Truck Streets.
- Design. Design Regional Truck Streets to be limited access facilities and to standards that accommodate all types of trucks.

C. Major Truck Streets

Major Truck Streets are intended to serve truck trips with one or both trip ends in a Transportation District.

- Land Use. Encourage land uses that attract large numbers of truck trips from inside and outside transportation districts to locate along Major Truck Streets.
- Function. Major Truck Streets should distribute truck traffic from Regional Truck Streets to Minor Truck Streets and provide access to Truck Districts.
- Design. On new or reconstructed Major Truck Streets, buffer adjacent residential uses from noise impacts, where warranted. Truck access points should be consolidated to the extent feasible to reduce conflicts with all modes.

D. Minor Truck Streets

Minor Truck Streets are intended to serve truck trips with both trip ends in a transportation district.

- Land Use. Discourage land uses that generate large numbers of truck trips, such as regional truck terminals, from locating on Minor Truck Streets.
- Function. Minor Truck Streets should distribute truck trips from Major Truck Streets to local destinations.
- Design. Discourage non-local truck trips on Minor Truck Streets.

E. Local Service Truck Streets

Local Service Truck Streets are intended to serve local circulation, access, and service requirements for truck movements.

- Land Use. Outside of Freight Districts, discourage land uses that generate a significant number of truck trips.
- Function. Outside of Freight Districts, Local Service Truck Streets should provide local truck access only.
- Design. Local Service Truck Streets should give preference to accessing individual properties and the specific needs of property owners and residents along the street.
- Classification. All streets not classified as Regional Truck Streets or Major or Minor Truck Streets are classified as Local Service Truck Streets.

F. Main Railroad Lines

Main Railroad Lines are those that are identified as Class I rail lines, for example, Union Pacific and Burlington Northern/Santa Fe.

G. Freight Facilities

Freight Facilities include major shipping and air terminals and rail facilities that serve the statewide, interstate, and international movement of goods or commodities.

6.10 Emergency Response Classification Descriptions

Emergency Response Streets are intended to provide a network of streets to facilitate prompt emergency response.

Objectives:

A. Major Emergency Response Streets

Major Emergency Response Streets are intended to serve primarily the longer, most direct legs of emergency response trips.

- Improvements. Design treatments on Major Emergency Response Streets should enhance mobility for emergency response vehicles by employing preferential or priority treatments.
- Traffic Slowing. Major Emergency Response Routes are not eligible for traffic slowing devices in the future. Existing traffic slowing devices may remain and be replaced if necessary.

B. Minor Emergency Response Streets

Minor Emergency Response Streets are intended to serve primarily the shorter legs of emergency response trips.

- Classification. All streets not classified as Major Emergency Response Streets are classified as Minor Emergency Response Streets.
- Improvements. Design and operate Minor Emergency Response Streets to allow access to individual properties by emergency response vehicles, but maintain livability on the street.
- Traffic Slowing. Minor Emergency Response Streets are eligible for traffic slowing devices.

6.11 Street Design Classification Descriptions

Street Design Classification Descriptions identify the preferred modal emphasis and design treatments for regionally significant streets and special design treatments for locally significant streets.

Objectives:

A. Urban Throughways

Urban Throughways are designed to provide high-speed travel for longer motor vehicle trips throughout the region.

- Land Use. Community Main Streets are located within the Central City, Gateway regional center, station communities, and town centers, and along most main streets. Development consists of a mix of uses oriented to the street.

- Lanes. Community Main Streets may include up to four lanes, with on-street parking. Fewer than four vehicle lanes are typically appropriate in Community Main Streets designs, particularly to allow on-street parking.
- Design Elements. Community Main Street design shall consider the following: low vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossings where wide streets make crossing difficult; combined driveways; on-street parking where possible; wide sidewalks with pedestrian amenities such as benches, awnings, and special lighting; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at all intersections and mid-block crossings where intersection spacing exceeds 400 feet; striped bikeways or wide outside lane; and vehicle lane widths that consider the above improvements.
- Design Treatment. During improvement projects, the preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements should be considered.
- Utilities. Consider undergrounding or reducing the visual impact of overhead utilities along Community Main Streets.

B. Regional Corridors

Regional Corridors are designed to include special amenities to balance motor vehicle traffic with public transportation, bicycle travel, and pedestrian travel.

- Land Use. Regional Corridors are located primarily along major transit corridors and between Regional Main Street segments. Commercial and multifamily development should be oriented to the street where the Regional Corridor also has a transit designation.
- Lanes. Regional Corridors usually include four vehicle lanes. They occasionally have additional lanes in some situations, such as to allow turning movements.
- Design Elements. Regional Corridor design shall consider the following: moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossing where wide streets make crossing difficult or to manage motor vehicle access; combined driveways; on-street parking when feasible; buffered sidewalks with pedestrian amenities such as special lighting and special crossing amenities tied to major transit stops; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at signalized intersections; striped bikeways or wide outside lanes; and motor vehicle lane widths that consider the above improvements.

C. Community Corridors

Community Corridors are designed to include special amenities to balance motor vehicle traffic with public transportation, bicycle travel, and pedestrian travel.

- Land Use. Community Corridors are located along transit corridors and between segments of Community Main Streets. Commercial and multifamily development should be oriented to the street where the street also has a transit designation.
- Lanes. Community Corridors typically have two travel lanes, usually with on-street parking.

- Design Elements. Community Corridor design shall consider the need for the following: moderate vehicle speeds; the use of medians and curb extensions to enhance pedestrian crossing and to manage motor vehicle access; combined driveways; on-street parking; buffered sidewalks with pedestrian amenities such as special lighting and special crossing amenities tied to major transit stops; landscape strips, street trees, or other design features that create a pedestrian buffer between curb and sidewalk; improved pedestrian crossings at intersections; striped bikeways or wide outside lanes; and usually narrower motor vehicle lane widths than Regional Corridors.

D. Urban Roads

Urban Roads are designed to carry significant motor vehicle traffic while providing for some public transportation, bicycle travel, and pedestrian travel.

- Land Use. Urban Roads typically serve industrial areas and freight intermodal sites, with a significant percentage of trips being made by trucks. Where Urban Throughways pass through residential or local commercial areas, an Urban Road designation may be appropriate.
- Number of Lanes. Urban Road design typically includes four vehicle lanes, with additional lanes in some situations.
- Urban Road design shall consider the following: moderate vehicle speeds; few driveways; sidewalks; improved pedestrian crossings at major intersections; striped bikeways; center medians that manage access and control left-turn movements; and other design treatments that improve freight mobility, including motor vehicle lane widths that consider the above improvements.

E. Greenscape Streets

Greenscape Street designs are applied to arterials where natural or informal landscapes dominate the adjacent areas and the right-of-way, such as lower-density residential areas in wooded settings.

- Dual Classifications. Where streets have a Greenscape Street design designation and another street design designation, consider the natural characteristics of the street during the design and implementation of street improvements.
- Design Treatment. During improvement projects, consider preservation of existing vegetation, topography, vistas and viewpoints, driver perception, street lighting, and sight distance requirements. Vegetation may be landscaped or native, depending on the existing and desired character.

F. Local Streets

Local Streets are designed to complement planned land uses and reduce dependence on arterials for local circulation.

- Land Use. Local Streets are multimodal, but are not intended for trucks (other than local deliveries) in residential areas. Local Streets are important for local circulation of trucks in commercial and industrial areas.
- Classification. All streets not classified as Urban Throughways, Regional and Community Main Streets, Regional and Community Corridors, Urban Roads, and Greenscape Streets are classified as Local Streets for street design.

G. Multimodal Intersections

Multimodal intersections are designed to meet the needs of pedestrians and promote pedestrian, bicycle, and public transportation travel, while accommodating a significant amount of motor vehicle traffic.

- **Location.** Multimodal Intersections are located where special attention should be given to accommodating pedestrians, bicycles, and public transportation.
- **Mapping.** All intersections of Main Streets with other Main Streets, with Regional Corridors, and with Community Corridors are considered Multimodal Intersections, even though they are not shown on the street design maps. Multimodal Intersection design should also be considered at intersections along main streets and corridors and where there is significant pedestrian and transit activity.
- **Motor Vehicle Traffic.** Manage motor vehicle traffic to limit negative impacts on other modes and on adjacent land uses.
- **Pedestrian Improvements.** Pedestrian improvements should include wide sidewalks, special lighting, crossings at all legs of the intersection, and special crossing features where motor vehicle volumes are high.
- **Bicycle Improvements.** Bicycle improvements should be designed to minimize conflicts and provide adequate bicycle crossings.

TRANSPORTATION FUNCTION POLICIES:

6.12 Regional and City Travel Patterns

Support the use of the street system consistent with its state, regional, and city classifications and its classification descriptions.

Objectives:

- A.** Direct interregional traffic to use Regional Trafficways and Regional Transitways, and manage these facilities to maximize their existing capacity.
- B.** Minimize the impact of interregional and long intraregional trips on Portland neighborhood and commercial areas, while supporting the travel needs of the community.
- C.** Manage traffic on Neighborhood Collectors that Metro designates as Collectors of Regional Significance so they maintain their function as distributors of traffic between Major City Traffic Streets or District Collectors and Local Service Streets, rather than function primarily for regional traffic movement.
- D.** Use the TSP refinement plan process to determine specific projects and actions to meet needs in identified transportation corridors.

6.13 Traffic Calming

Manage traffic on Neighborhood Collectors and Local Service Traffic Streets, along main streets, and in centers consistent with their street classifications, classification descriptions, and desired land uses.

Objectives:

- A.** Manage traffic on Neighborhood Collectors and Local Service Streets consistent with the land uses they serve and to preserve and enhance neighborhood livability.
- B.** Use a combination of enforcement, engineering, and education efforts to calm vehicle traffic.

- C. Encourage non-local traffic, including trucks, to use streets of higher traffic and truck classifications through design, operations, permitting, and signing.
- D. Implement measures on Local Service Traffic Streets that do not significantly divert traffic to other streets of the same classification.
- E. Implement measures on Neighborhood Collectors that do not result in significant diversion of traffic to streets of lower classification.
- F. Reduce traffic speeds through enforcement and design in high-density 2040 Growth Concept areas, including main streets and centers, to levels that are comfortable for bicyclists and pedestrians.

6.14 Emergency Response

Provide a network of emergency response streets that facilitates prompt response to emergencies.

Objectives:

- A. Use the emergency response classification system to determine whether traffic-slowing devices can be employed.
- B. Use the emergency response classification system to guide the routing of emergency response vehicles.
- C. Use the emergency response classification system to help site future fire stations.

6.15 Transportation System Management

Give preference to transportation improvements that use existing roadway capacity efficiently and improve the safety of the system.

Objectives:

- A. Reduce and manage automobile travel demand and promote transportation choices before considering the addition of roadway capacity for single-occupant vehicles.
- B. Employ transportation system management measures, including coordinating and synchronizing signals and intersection redesign, to improve traffic and transit movements and safety for all modes of travel.
- C. Design, build, and operate the transportation system so that it can be safely navigated by all users.

6.16 Access Management

Promote an efficient and safe street system, and provide adequate accessibility to planned land uses.

Objectives:

- A. Work with ODOT to manage the location, spacing, and type of road and street intersections on Regional Trafficways, St. Helens Road, Lombard east of Interstate 5, and McLoughlin, and develop access management plans for other City streets as needed to ensure the safe and efficient operation of these facilities.
- B. Provide local access to arterials, while minimizing conflicts with through-traffic.

- C. Ensure that access management measures do not adversely impact any transportation mode, consistent with the classifications of the street where these measures are applied.

LAND USE AND TRANSPORTATION POLICIES:

6.17 Coordinate Land Use and Transportation

Implement the Comprehensive Plan Map and the 2040 Growth Concept through long-range transportation and land use planning and the development of efficient and effective transportation projects and programs.

6.18 Adequacy of Transportation Facilities

Ensure that amendments to the Comprehensive Plan (including goal exceptions and map amendments), zone changes, conditional uses, master plans, impact mitigation plans, and land use regulations that change allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities.

6.19 Transit-Oriented Development

Reinforce the link between transit and land use by encouraging transit-oriented development and supporting increased residential and employment densities along transit streets, at existing and planned light rail transit stations, and at other major activity centers.

Objectives:

- A. Consider the existing or planned availability of high-quality transit service when adopting more intensive residential, commercial, and employment designations.
- B. Focus medium-density and high-density development, including institutions, in transit-oriented developments along transit lines.
- C. Require commercial and multifamily development to orient to and provide pedestrian and bicycle connections to transit streets and, for major developments, provide transit facilities on a site or adjacent to a transit stop.
- D. Examine the benefits of limiting drive-through facilities in existing or planned areas of high-intensity development and high levels of pedestrian, bicycle, and transit activity when planning studies are being done for these areas.

6.20 Connectivity

Support development of an interconnected, multimodal transportation system to serve mixed-use areas, residential neighborhoods, and other activity centers.

Objectives:

- A. Provide interconnected local and collector streets to serve new and redeveloping areas and to ensure safe, efficient, and convenient pedestrian, bicycle, and vehicle access with preference for public streets over private streets.
- B. Create short blocks through development of frequent street connections in mixed-use areas of planned high-density development.

- C. Provide convenient and safe bicycle and pedestrian connections to transit routes, schools, and parks, as well as within and between new and existing residential developments, employment areas, and other activity centers where street connections are not feasible.

6.21 Right-of-Way Opportunities

Preserve existing rights-of-way unless there is no existing or future need for them, established street patterns will not be significantly interrupted, and the functional purposes of nearby streets will be maintained.

Objectives:

- A. Evaluate opportunities and the existing and future need for a bikeway, walkway, or other transportation use when considering vacation of any right-of-way.
- B. As a condition of street vacation, require pedestrian and bicycle facilities if needed, with first preference for dedicated right-of-way and, secondarily, through a public walkway and bikeway easement.
- C. Acquire or control parcels of land that may be needed in the future for any transportation purpose when the opportunity arises through sale, donation, or land use action.
- D. Preserve existing and abandoned rail rights-of-way and examine their potential for future rail freight, passenger service, or recreational trail uses.
- E. Consider the need for maintaining right-of-way for other infrastructure needs.

PEDESTRIAN AND BICYCLE POLICIES:

6.22 Pedestrian Transportation

Plan and complete a pedestrian network that increases the opportunities for walking to shopping and services, schools and parks, employment, and transit.

Objectives:

- A. Promote walking as the mode of choice for short trips by giving priority to the completion of the pedestrian network that serves Pedestrian Districts, schools, neighborhood shopping, and parks.
- B. Support walking to transit by giving priority to the completion of the pedestrian network that serves transit centers, stations, and stops; providing adequate crossing opportunities at transit stops; and planning and designing pedestrian improvements that allow adequate space for transit stop facilities.
- C. Improve the quality of the pedestrian environment by implementing pedestrian design guidelines to ensure that all construction in the right-of-way meets a pedestrian quality standard and by developing special design districts for Pedestrian Districts and main streets.
- D. Increase pedestrian safety and convenience by identifying and analyzing high pedestrian collision locations; making physical improvements, such as traffic calming, signal improvements, and crossing improvements in areas of high pedestrian use; and supporting changes to adopted statutes and codes that would enhance pedestrian safety.

- E. Develop a citywide network of pedestrian trails that increases pedestrian access for recreation and transportation purposes and links to schools, parks, transit, and shopping as well as to the regional trail system and adjacent cities.

6.23 Bicycle Transportation

Make the bicycle an integral part of daily life in Portland, particularly for trips of less than five miles, by implementing a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer.

Objectives:

- A. Complete a network of bikeways that serves bicyclists' needs, especially for travel to employment centers, commercial districts, transit stations, institutions, and recreational destinations.
- B. Provide continuous bicycle facilities and eliminate gaps in the bike lane system.
- C. Install bicycle signage along bikeways where needed to define the route and/or direct bicyclists to a destination or other bikeway.
- D. Increase bicyclist safety and convenience by making improvements, removing physical hazards such as dangerous storm grates, and supporting changes to adopted statutes and codes that would enhance the safety of bicyclists.
- E. Provide short-term and/or long-term bicycle parking in commercial districts, along main streets, in employment centers and multifamily developments, at schools and colleges, in industrial developments, at special events, in recreational areas, at transit facilities such as light rail stations and park-and-ride lots, and at intermodal passenger stations.
- F. Encourage the provision of showers and changing facilities for commuting cyclists, including development of such facilities in commercial buildings and at 'Bike Central' locations.
- G. Increase the number of bicycle-transit trips.
- H. Promote bicycling as safe and convenient transportation to and from school.

PUBLIC TRANSPORTATION POLICY:

6.24 Public Transportation

Develop a public transportation system that conveniently serves City residents and workers 24 hours a day, seven days a week and can become the preferred form of travel to major destinations, including the Central City, regional and town centers, main streets, and station communities.

Objectives:

- A. Support light rail transit and bus connections as the foundation of the regional transit system, with completion of the system to connect all regional centers, downtown Vancouver, major attractions, and intermodal passenger facilities as a high priority for the region.
- B. Base decisions about light rail transitway alignments and their connections to other regional facilities on individual corridor studies.

- C.** Expand primary and secondary bus service to meet the growing demand for work and non-work trips, operate as the principal transit service for access and mobility needs, help reduce congestion, and support the economic activities of the City.
- D.** Implement transit-preferential measures on Major Transit Priority Streets to achieve travel times competitive with the automobile and to improve service reliability.
- E.** Consider the use of alternative forms of transit, including vanpools and dial-a-ride in low-density areas and other forms of transit such as water taxis.
- F.** Support a public transit system and regional transportation strategies that address the special needs of the transportation disadvantaged and provide increased mobility options and access.
- G.** Locate major park-and-ride lots only where transit ridership is increased significantly, vehicle miles traveled are reduced, transit-supportive development is not hampered, bus service is not available or is inadequate, and the surrounding area is not negatively impacted.
- H.** Develop streetcar lines in Portland to connect new or redeveloping neighborhoods to employment opportunities and other destinations, including shopping, education, and recreation.

PARKING AND DEMAND MANAGEMENT POLICIES:

6.25 Parking Management

Manage the parking supply to achieve transportation policy objectives for neighborhood and business district vitality, auto trip reduction, and improved air quality.

Objectives:

- A.** Implement measures to achieve Portland's share of the mandated 10 percent reduction in parking spaces per capita within the metropolitan area over the next 20 years.
- B.** Consider transportation capacity and parking demand for all motor vehicles in the regulation of the parking supply.
- C.** Develop parking management programs and strategies that improve air quality, reduce congestion, promote alternatives to the drive-alone commute, and educate and involve businesses and neighborhoods.

6.26 On-Street Parking Management

Manage the supply, operations, and demand for parking and loading in the public right-of-way to encourage economic vitality, safety for all modes, and livability of residential neighborhoods.

Objectives:

- A.** Support land uses in existing and emerging regional centers, town centers, and main streets with an adequate supply of on-street parking.

- B.** Maintain existing on-street parking in older neighborhoods and commercial areas where off-street parking is inadequate, except where parking removal is necessary to accommodate alternatives to the automobile.
- C.** Support carpooling in commercial districts by providing convenient, affordable, and adequate on-street spaces.
- B.** Develop and maintain on-street parking meter districts to provide for customer turnover, reduce on-street parking use by commuters, efficiently allocate parking among diverse users, encourage the use of alternatives to the automobile, and provide a funding source for transportation projects within the districts.

6.27 Off-Street Parking

Regulate off-street parking to promote good urban form and the vitality of commercial and employment areas.

Objectives:

- A.** Consider eliminating requirements for off-street parking in areas of the City where there is existing or planned high-quality transit service and good pedestrian and bicycle access.
- B.** Encourage the redevelopment of surface parking lots into transit-supportive uses or development or to include facilities for alternatives to the automobile.
- C.** Limit the development of new parking spaces to achieve land use, transportation, and environmental objectives.

6.28 Travel Management

Reduce congestion, improve air quality, and mitigate the impact of development-generated traffic by supporting transportation choices through demand management programs and measures and through education and public information strategies.

Objectives:

- A.** Develop neighborhood-based programs to promote and support multimodal strategies and trip reduction strategies and programs.
- B.** Meet the access and mobility needs of businesses and employees in key employment and regional centers with customized alternative transportation programs that result in reduced congestion and improved air quality.
- C.** Support and encourage the growth of car sharing among City residents and businesses through actions that expand the supply of car sharing vehicles at convenient locations and actions that increase the demand for car sharing services.
- D.** Require institutions to regulate parking facilities, first to provide short-term parking for visitors and, second, to minimize the amount of employee parking through demand management measures such as carpooling, ridesharing, flexible work hours, telecommuting, parking management, and employer-subsidized transit passes.
- E.** Require institutions to mitigate excessive parking impacts on residential areas.
- F.** Require institutions and other large employers to participate in programs to reduce single-occupant automobile trips.

FREIGHT, TERMINALS, AND TRUCK POLICIES:

6.29 Freight Intermodal Facilities and Freight Activity Areas

Develop and maintain an intermodal transportation system for the safe, efficient, and cost-effective movement of freight, goods, and commercial vehicles within and through the City on Truck Streets and for access and circulation in Freight Districts.

Objectives:

- A.** Participate in the planning and development of marine, aviation, and rail facilities with the Port of Portland and other affected agencies, groups, and individuals.
- B.** Address freight movement and access needs when conducting multimodal transportation studies or designing transportation facilities.
- C.** Participate in the interjurisdictional planning for improvements to the I-5 transportation and trade corridor.
- D.** Continue to support rail as a mode for freight movement.
- E.** Participate in area and regional planning for major regional pipelines and terminals.

6.30 Truck Movement

Provide a complete, safe, and reliable system of Major and Minor Truck Streets for local truck movement, connecting Freight Districts, intermodal facilities, and commercial areas.

Objectives:

- A.** Encourage truck through-traffic to use Regional and Major Truck Streets for mobility and the use of Minor Truck Streets and Local Service Truck Streets to access local destinations.
- B.** Identify measures to improve truck access into and within Freight Districts and to and within 2040 Growth Concept centers.

REGIONAL TRANSPORTATION POLICIES:

6.31 Regional Trafficways

Accommodate future increases in regional through-traffic in Portland on existing Regional Trafficways.

Objectives:

- A.** Regard the City's Regional Trafficway system within Portland to be substantially complete, except for safety or other improvements to existing facilities that increase their efficiency.
- B.** Oppose extension of a new circumferential freeway north of US 26 into the City and through Forest Park.

6.32 Multimodal Passenger Service

Participate in coordinated planning, development, and interconnection of Portland, regional, and intercity transportation services for passenger travel.

Objectives:

- A.** Support continuation of Union Station as the multimodal transportation hub, serving as the primary passenger rail and intercity bus terminal in the Portland metropolitan area and providing direct connections among passenger rail, light rail, streetcar, intracity buses, taxis, and airport shuttle buses.
- B.** Support continuation of Portland International Airport as the multimodal passenger air facility hub by encouraging direct connections for all modes, including light rail transit, buses, taxis, and airport shuttles.
- C.** Support development of passenger transfer facilities in existing and emerging regional centers.
- D.** Support commuter rail service where it will reinforce the 2040 Growth Concept and is an efficient alternative to the automobile.
- E.** Support expansion of Northwest Corridor passenger rail service between Eugene, Portland, Seattle, and Vancouver, B. C. by incremental improvements in speed, frequency, and station facilities, in cooperation with the States of Oregon and Washington and the Province of British Columbia.

6.33 Congestion Pricing

Advocate for a regional, market-based system to price or charge for auto trips during peak hours.

Objectives:

- A.** Support pricing strategies that are based on the environmental and social costs of motor vehicles.
- B.** In cooperation with Metro and other jurisdictions, choose corridors to implement market-based pricing where high-quality transportation alternatives to driving exist.
- C.** Support experiments in equitable and efficient pricing of new motor vehicle transportation facilities.

TRANSPORTATION DISTRICTS POLICIES:

6.34 North Transportation District

Reinforce neighborhood livability and commercial activity by planning and investing in a multimodal transportation network, relieving traffic congestion through measures that reduce transportation demand, and routing non-local and industrial traffic along the edges of the residential areas.

Objectives:

- A.** Improve truck and freight movement in North Portland through changes to the street system, street classifications, and signing to enhance the economic vitality of the area and minimize impacts on residential, commercial, and recreational areas.
- B.** Support efficient functioning of the N Marine Drive/ N Lombard (west of N Philadelphia)/N Columbia Boulevard loop as the truck and commuter access to the Rivergate industrial area and adjacent industrial areas.
- C.** Direct industrial traffic onto N Columbia Boulevard, while allowing limited access from residential neighborhoods and mitigating for unacceptable traffic impacts.
- D.** Re-evaluate the need for a truck designation on N Argyle when improvements to the I-5/Columbia interchange are constructed or other improvements are made that make the N Argyle/Interstate truck connection redundant.
- E.** Work with the Federal Highway Commission and ODOT to remove the US 30 Bypass designation from Philadelphia and Lombard, west of Martin Luther King, Jr. Boulevard, and relocate it to more appropriate streets to minimize impacts on the St Johns town center and the Lombard main street.
- F.** Support improvements to transit service that will link North Portland to areas outside the downtown, especially to the Rose Quarter transit center and industrial areas within and outside the district.
- G.** Encourage transit coverage and frequency improvements, as well as bus stop improvements, within the district and within commercial and employment centers, including Portland International Raceway, Swan Island, and Rivergate.
- H.** Develop light rail transit on North Interstate and to the Exposition Center; place stations at major arterials where good feeder bus service can be provided; capitalize on redevelopment opportunities that support light rail; and mitigate potential negative impacts of diversion of automobile traffic onto nearby Neighborhood Collectors and Local Service Traffic Streets.
- I.** Preserve the planned functions of Willamette Boulevard by evaluating and implementing transportation measures along N Lombard east of N St. Louis to improve Lombard's function as a District Collector and main street.
- J.** Improve pedestrian and bicycle access within the St. Johns town center and from nearby destinations, including Pier Park, the Columbia Slough, and Smith and Bybee Lakes.
- K.** Develop additional east/west and north/south bicycle routes to serve commuter and recreational bicyclists and provide connections to Northeast Portland bikeways.
- L.** Complete the sidewalk system in North Portland, including enhanced pedestrian crossings on streets with high volumes of vehicle traffic.
- M.** Consider extension of the Willamette Greenway Trail south from its current designation that ends at Edgewater and connecting to the trail on Swan Island, following the outcome of a feasibility study.
- N.** Explore opportunities for additional street connections over the railroad cut and between the Willamette River and nearby residential areas.
- O.** Improve parking management within the St. Johns town center and at Portland International Raceway.

6.35 Northeast Transportation District

Support the efficient use of land in Northeast Portland by focusing development and redevelopment where there will be a reduction in reliance on the automobile.

Objectives:

- A.** Encourage automobile and truck through-traffic to use major arterials near the edges of the district to reduce peak-period traffic impacts and to preserve neighborhood livability.
- B.** Enhance traffic and pedestrian access and improve transit service to regional and district commercial areas, including Lloyd Center, Hollywood, Rose City Park, Sandy Boulevard, and the neighborhood commercial district at NE 60th/Prescott/Cully.
- C.** Retain Portland Boulevard's interchange with I-5, while maintaining its function and appearance as a Neighborhood Collector east of I-5.
- D.** Encourage the use of I-84 and I-205 for primary access to the Columbia South Shore, Portland International Airport, and Portland International Center; encourage the use of NE Airport Way (east of I-205) and Portland Boulevard/Killingsworth (south of the Columbia Slough) as the secondary access from the interstate system.
- E.** Improve transit service and facilities where needed to serve employment areas, including the Columbia Corridor, Northwest industrial area, and developing residential areas.
- F.** Work with Tri-Met and businesses to encourage the use of alternatives to automobiles, particularly in the Columbia Corridor, through transit service improvements and incentives and transportation demand management techniques such as flexible work hours, telecommuting, carpooling, bicycling, and vanpooling.
- G.** Continue to develop east/west and north/south bicycle routes, both on-street and off-street, to connect with existing bikeways (including those on East Burnside and I-205) and with work, school, commercial, and recreational destinations.
- H.** Increase pedestrian access to transit throughout the district, including enhancing pedestrian districts where through-traffic is discouraged.
- I.** Implement the projects recommended in the Columbia Corridor Transportation Study that improve vehicle and transit access, safety for all modes, and local connections.
- J.** Balance the needs of adjacent land uses (located in a design zone) at the NE Lombard and Martin Luther King, Jr. Boulevard intersection with the need for truck movement.
- K.** Implement the recommendations in the Hollywood and Sandy Plan to create a pedestrian-friendly and transit-supportive town center and main street, with emphasis at key nodes where neighborhood services and mixed-use development are encouraged.
- L.** Use street dedications and street vacations as a tool to support development, while ensuring connectivity and access.
- M.** Bring substandard streets up to City standards, including construction of sidewalks, especially in the Cully neighborhood.

- N. Re-evaluate the pedestrian and bicycle designations between the Portland International Airport terminal and I-205, in conjunction with the update of the airport's conditional use master plan or a legislative action creating a plan district, with the goal of making complete pedestrian and bicycle connections between the terminal, Cascade Station, and Airport Way east of I-205, including through the Airport Way/Mt. Hood Avenue interchange.

6.36 Far Northeast Transportation District

Support transportation choices by focusing transit and traffic movement on a well-defined system of arterials, implementing demand management measures, and encouraging walking and bicycling in the Far Northeast.

Objectives:

- A. Enhance the arterial street system by improving connections between Neighborhood Collectors and District Collectors and eliminating bottlenecks, such as narrow rail viaducts, that contribute to intrusions into residential neighborhoods by commercial, industrial, and non-local traffic.
- B. Improve cross-town transit service to accommodate trips within the Far Northeast District, transit service along Sandy, and transit connections to light rail.
- C. Improve the designated bicycle network and connect major routes to routes in adjacent districts and jurisdictions.
- D. Implement the Gateway Concept and Redevelopment Strategy recommendations to provide street connections as redevelopment occurs, manage regional traffic impacts, and focus boulevard and main street improvements on 102nd.
- E. Resolve the long-term future of the park-and-ride facility at the Gateway transit center to reinforce the regional center's long-term vitality.
- F. Add pedestrian facilities, including sidewalks and crossings, and enhancements, such as street trees and drinking fountains, to provide good access within neighborhoods and to Gateway and other commercial areas.

6.37 Southeast Transportation District

Reduce travel demand and reliance on the automobile in Southeast Portland to protect residential areas and industrial sanctuaries from non-local traffic, while maintaining access to established commercial areas.

Objectives:

- A. Direct interdistrict traffic to Regional Trafficways on the edges of the district, and manage traffic on Major City Traffic Streets and other arterials primarily through transportation system management measures.
- B. Support improvements to SE McLoughlin Boulevard to ensure its function as the major north/south route for regional traffic, while maintaining its operational characteristics as a Major City Traffic Street between Powell and Reedway and addressing pedestrian and bicyclist access along and across the street.
- C. Operate Neighborhood Collectors in Southeast Portland to function primarily as circulation for district traffic rather than as regional streets, even where they carry a significant amount of regional traffic.
- D. Facilitate pedestrian access and safety in Southeast Portland by improving connections to the Willamette River; adding connections between neighborhoods

and parks, institutions, and commercial areas; and enhancing pedestrian crossings with curb extensions and improved markings.

- E.** Improve access and safety for bicycles through the development of more inner Southeast east/west bike routes and the provision of bicycle facilities across bridges and to a variety of destinations, including downtown, the river, and parks.
- F.** Recognize SE Foster's (west of I-205) importance as a main street and as a Major City Traffic Street and Major City Transit Street by improving the pedestrian environment, preserving on-street parking, facilitating transit movement, and adding street trees.
- G.** Encourage regional and interdistrict truck traffic to use Regional and Major Truck Streets in southeast Portland by establishing convenient truck routing that better serves trucks, while protecting Southeast neighborhoods.
- H.** Minimize left-turn movements to auto-accommodating development along SE 39th Avenue, and eliminate or consolidate driveways where possible.
- I.** Continue to improve cross-town transit service, transit facilities and bus stops, and transit travel times, and expand off-peak and weekend service to provide access to activity centers on Portland's eastside.
- J.** Support planning for and development of light rail transit and streetcars in Southeast Portland, including consideration of feeder transit service and pedestrian and bicycle access.
- K.** Examine the potential for returning SE Belmont and SE Morrison between SE 12th and 25th to two-way streets in the future, and make changes to street classifications if needed to support and reinforce Belmont's role as a main street.
- L.** Support SE Tacoma's function as a main street and District Collector in the future, and support and implement transportation projects that will reinforce these designations.
- M.** Implement transportation improvements identified in the Lents Urban Renewal Plan that will revitalize its commercial core and environs.
- N.** Support the livability of Southeast neighborhoods by improving the efficiency of parking and loading in commercial areas and by reducing commuter parking in residential areas

6.38 Far Southeast Transportation District

Address transportation issues in the Far Southeast District by encouraging the use of transit and demand management measures, improving pedestrian/bicycle access, creating a more connected street system, and improving the functioning of arterials.

Objectives:

- A.** Consider existing and future land use patterns, environmental impacts, the need for additional connectivity of collectors, and transit accessibility when improvements are planned and designed for the arterial system, particularly SE Powell and SE Foster.
- B.** Improve arterials through better signalization and intersection design to serve adjacent land uses and to provide for access to adjacent neighborhoods, while minimizing non-local traffic on local streets.

- C.** Accommodate bicyclists and pedestrians along arterials and at crossings, especially at activity nodes, through a combination of street and traffic management improvements.
- D.** Reduce travel demand in the district by providing additional transit service, including feeder service to light rail and alternatives to buses for low-density areas.
- E.** Consider implementing parking controls in the vicinity of light rail stations where commuter parking is impacting nearby residential neighborhoods.
- F.** Provide adequate street connections in the Far Southeast District through the development of a master street plan that provides connections for vehicles, pedestrians, and bicyclists.
- G.** Support transit and pedestrian-friendly development along the Division main street with multimodal transportation investments.
- H.** Implement transportation improvements identified in the Lents Urban Renewal Plan that will revitalize its commercial core and environs.
- I.** Implement the Gateway Concept and Redevelopment Strategy recommendations to provide street connections as redevelopment occurs, manage regional traffic impacts, and focus boulevard and main street improvements on 102nd.
- J.** Improve pedestrian access at the light rail transit stations by adding local street connections and improvements, including enhanced crossings and wider sidewalks.
- K.** Provide an off-street pathway and reasonable public access between the neighborhood south of SE Market, through the medical center campus, and extending through the commercial area south of SE Washington.

6.39 Northwest Transportation District

Strengthen the multimodal transportation system in the Northwest District by increasing public transit use, encouraging transportation demand management measures, and improving pedestrian and bicycle access.

Objectives:

- A.** Expand transit service throughout the district, including adding more cross-town service, connecting bus service from the Civic Stadium light rail station to the northwest industrial area, and improving service in low-density areas such as Linnton.
- B.** Route non-local traffic, including non-local truck traffic, on Major City Traffic Streets and Regional Trafficways in order to minimize conflicts among modes.
- C.** Incorporate pedestrian and bicycle access improvements into all transportation projects, especially along arterials and at crossing locations.
- D.** Protect Forest Park's natural resources in the design and development of transportation projects in or near the park.
- E.** Reinforce the Northwest District main streets – NW 21st, 23rd, Burnside, and Thurman – by retaining and improving their pedestrian-oriented character and improving access to transit.

- F.** Support a range of strategies in the high-density portions of the district to address parking issues, including commuter and event parking impacts.
- G.** Maintain neighborhood livability in the construction or reconstruction of streets by adding street trees, buffering pedestrians from traffic, and preserving on-street parking.
- H.** Limit transportation projects on West Burnside to those that reduce vehicle miles traveled, give preference to transit, improve pedestrian and bicycle access, or improve safety, but do not increase automobile capacity.
- I.** Improve access to NW 14th and 16th to support their function as connections to the commercial and industrial areas in Northwest Portland and to reduce impacts of non-local traffic on residential areas.
- J.** Evaluate and make recommendations on returning the NW Everett/NW Glisan and the NW18th/NW 19th couplets to two-way streets.
- K.** Support the scenic and natural character of NW Skyline Boulevard by focusing non-local north/south traffic between West Burnside and NW Cornell Road on NW Miller.
- L.** Preserve and enhance freight mobility, and industrial access in the Freight District, by maintaining or improving truck operations on Front Avenue, Yeon Avenue , Nicolai Street, St Helens Road, and the 114th and 16th Avenues couplet.

6.40 Southwest Transportation District

Address outstanding transportation issues in the Southwest District through studies and multimodal improvements, and use the transportation policy and objectives in the Southwest Community Plan to evaluate potential changes to the street system.

Objectives:

- A.** Use the Willamette Shore Line right-of-way, the corridor identified in the Macadam Corridor Improvement Plan, or other alignment as appropriate to provide future streetcar commuter service or light rail in the Macadam corridor.
- B.** Improve the primary transportation functions of SW Broadway Drive, SW Patton Road, SW Vista, SW Humphrey, and SW Dosch Road as Neighborhood Collectors by supporting pedestrian, bicycle, and transit use; calming traffic; and discouraging heavy volumes of non-local commuter traffic.
- C.** Consider designation of a 'Red Electric Line' alignment for pedestrians and bicyclists, as identified in the Southwest Urban Trails Plan, upon completion of a feasibility study.
- D.** Evaluate the transportation impacts on adjacent neighborhoods when considering increases in development potential of large new or redeveloping areas, and include mitigation measures in development plans.
- E.** Use the Southwest Urban Trail Plan as a guide to dedicating and developing trail segments in Southwest.

7 ENERGY ³¹

GOAL:

- 7 Promote a sustainable energy future by increasing energy efficiency in all sectors of the city by ten percent by the year 2000.**

POLICIES & OBJECTIVES:

7.1 The Role of the City

The City Energy Office shall take a lead role in developing new energy-saving programs and assist other city bureaus with energy programs and policies. The Energy Office in coordination with the Office of Intergovernmental Affairs will seek funding from city, state, federal, and regional agencies, utilities, and others to implement, monitor, and evaluate programs.

Other city bureaus also shall develop policies and programs that affect energy use. Many of the programs will be developed with assistance from the Energy Office and then integrated into the budgets and work plans of the appropriate city bureaus. The City will consider public and private benefits and costs in the development of programs.

The City Energy Commission shall be an advocate for energy efficiency and advise the City Council on energy policies and programs.

Objectives:

Two-Year Action Plan

- A.** Compile and update basic data on the sources, uses and costs of energy within the city and related air quality, solid waste, and environmental data.
- B.** Review major city policies and programs in the early stages of development to encourage energy efficiency.
- C.** Work with neighborhoods to include energy policies as a part of revitalization efforts, in neighborhood plans, and in the Neighborhood Needs process.
- D.** Compile information on new energy technologies, policies, and programs that may prove helpful to Portland's economy and environment.
- E.** Participate in the utilities' least-cost planning processes. Advocate the role of cities in the development and delivery of conservation and renewable resources.
- F.** Implement local programs that reduce the level of greenhouse gases to help meet the State's goal of a 20 percent reduction in emissions by 2005.

³¹ The Energy Policy for Portland, originally adopted by Ordinance No. 148251, August 1979, was incorporated into the Comprehensive Plan by Ordinance 150580, October 1980. The Goal, policies, and objectives were entirely replaced by Ordinance No. 162975, April 1990

- G.** Support Public Utility Commission regulatory changes to encourage more utility investments in energy efficiency.
- H.** Support stricter federal energy efficiency appliance standards.
- I.** Review and update Energy Policy Two-Year Action Plan every two years.
- J.** Actively solicit funding for energy efficiency projects to leverage city dollars and efforts.

Long-Term Plan

- K.** Evaluate and update the Energy Policy every five years.
- L.** Support efforts to develop a Northwest energy research institute to provide technical and policy research for the substantial energy industry located in Portland.
- M.** Develop and promote energy education materials for the general public, elementary and secondary schools, and libraries.
- N.** Investigate opportunities for supporting energy programs through utility franchise agreements.

7.2 Energy Efficiency in City-Owned Facilities

The City shall promote cost-effective energy savings (simple paybacks of ten years or less) in municipally-owned buildings and facilities and take advantage of utility, state, and federal technical and financial assistance programs.

Objectives:

Two-Year Action Plan

- A.** Determine total energy use and costs for municipal facilities and set up a system to track use and costs for major city facilities.
- B.** Identify energy-saving measures including opportunities for the use of renewable resources in city government buildings and facilities and seek funding for improvements. Use the Oregon Department of Energy (ODOE) Small-Scale Energy Loan Program, as appropriate.
- C.** Develop an energy-saving incentive program to encourage efficiency in city government by returning a portion of the money saved to the participating bureaus and for other energy projects.
- D.** Establish a set-aside fund for financing energy efficiency projects in city government buildings and facilities. Target the fund to 6/100ths of one percent of the City's General Fund.
- E.** Provide energy education materials to city employees to encourage energy efficiency at work and home.
- F.** Promote the use and design of energy efficient street lighting systems, and continue to convert street lights to be more energy efficient.
- G.** Promote the use of life-cycle costing in purchasing decisions made by the City.

Long-Term Plan

- H.** Increase municipal energy efficiency by ten percent by the year 2000 by reducing total energy use in city-owned buildings, facilities, and fleet.
- I.** Promote a reduction in artificial lighting and the increased use of daylighting in all new construction or major remodeling of city buildings and facilities.
- J.** Investigate the budget process for increasing the priority of capital improvements that reduce energy operating costs.
- K.** Where practicable, exceed the energy efficiency standards of the Oregon building code for new municipal buildings, facilities and major improvements. Cost-effective energy efficiency measures shall be taken, such as energy efficient lighting, high-efficiency motors and appliances, district heating and cooling systems, and the use of renewable resources.

7.3 Energy Efficiency in Residential Buildings

The City shall encourage energy efficiency in existing residences, focusing on the most energy-wasteful units, by helping to develop and promote public/private partnerships, utility, local, state, and federal programs. The City also shall promote energy efficient new housing by enforcing the energy saving standards in the state building code.

Objectives:

Two-Year Action Plan

- A.** Facilitate the weatherization of 8,000 low-income, multifamily units through the City's Multifamily Weatherization Program by 1992.
- B.** Expand the Multifamily Weatherization Program to include single-family rental homes, when funding is available.
- C.** Actively promote utility-sponsored energy efficiency programs for Portland homeowners.
- D.** Identify ways to meet the weatherization needs of elderly residents. Provide services in conjunction with agencies that serve the elderly.
- E.** Better serve low-income households, including Section 8 recipients, by coordinating with social service agencies and utilities through programs such as the Block-By-Block Weatherization Program and the Low-Income Energy Assistance Program. Investigate ways to share costs with property owners.
- F.** Promote energy efficient new construction by actively supporting the inclusion of cost-effective residential energy-saving measures for all home heating fuels in the State Building Code. The code should be similar to the Northwest Power Planning Council's Model Conservation Standards.
- G.** Support the development of a uniform home energy rating system to provide information on the energy performance of new and existing homes.
- H.** Investigate requiring energy audits for any residential structure receiving financing from the Portland Development Commission.
- I.** Avoid lost conservation opportunities by encouraging property owners to install all cost-effective weatherization measures when weatherizing their rental properties.

Long-Term Plan

- J.** Identify ways to encourage local lenders to promote energy-efficient homes by counting future energy savings as income when determining the size of a home loan.
- K.** Investigate options for time-of-sale weatherization for residential properties.
- L.** Facilitate the weatherization of 20,000 low-income multifamily units by the year 2000.

7.4 Energy Efficiency through Land Use Regulations

The City shall promote residential, commercial, industrial, and transportation energy efficiency and the use of renewable resources.

Objectives:

Two-Year Action Plan

- A.** Promote land use patterns that increase energy efficiency in buildings and transportation systems by making energy efficiency a critical element when developing new zoning regulations and modifying old regulations and the comprehensive map. This objective applies to the following long-range planning efforts:
 - (1) Downtown, regional and neighborhood commercial service centers and central industrial areas with a balance of complementary retail and employment activities. Locate them near major arterials and transit lines.
 - (2) Medium and high-density residential zones in and adjacent to the downtown core. Develop other general commercial centers and medium-density residential zones adjacent to neighborhood service centers.
 - (3) Housing adjacent to employment areas.
 - (4) Planned unit developments to include mixed uses.
 - (5) Zero lot line/common wall construction in designated low and medium density residential zones.
 - (6) Buildable "substandard" lots.
 - (7) Secondary rental units in single-family, owner-occupied homes.
- B.** Promote density, location, and mix of land uses that decrease the length of required daily trips and encourage the consolidation of related trips.
- C.** Promote medium to high density residential near proposed transit stations and medium density residential development along major transit routes.
- D.** Reduce energy consumed for space heating residential buildings by promoting the construction and renovation of attached single and multifamily dwelling units.
- E.** Promote tree planting as a way to reduce summer cooling loads and air pollution, making sure the trees do not cause the need for additional street lighting.

Long-Term Plan

- F.** Investigate the potential for energy savings from solar access standards for commercial buildings and multifamily housing.
- G.** Work with other governments in the region to promote both mass transit and compact urban growth.

7.5 Energy Efficiency in Commercial and Industrial Facilities

The City shall encourage energy efficiency in existing commercial buildings and institutions by facilitating utility, local, state, and federal financial and technical assistance.

Objectives:

Two-Year Action Plan

- A.** Help 100 Portland businesses access existing utility, state, and federal financial and technical assistance programs by 1992.
- B.** Actively support utility programs for commercial and industrial energy efficiency.
- C.** Support the amendment of the ODOE Business Energy Tax Credit program to offer up-front energy efficiency tax credits for businesses, similar to the incentives offered to multifamily building owners.
- D.** Continue to promote the inclusion of cost-effective commercial energy saving measures in the state building code, similar to the Northwest Power Planning Council's Model Conservation Standards, and require that commercial building designers submit energy code compliance forms with their applications for building permits.
- E.** Train Bureau of Buildings plans examiners to review plans for compliance with the commercial energy code with emphasis on lighting code requirements.

Long-Term Plan

- F.** Provide information to developers, architects, builders, and others interested in improving energy efficiency in new construction.
- G.** Help local schools, hospitals, and other public and nonprofit groups to participate in state, federal, and utility-sponsored energy efficiency programs.
- H.** Help set up training for businesses, schools, and institutions on operation and maintenance, energy accounting, life-cycle costing and other energy efficient management practices. Target small and medium businesses and major energy-using buildings.
- I.** Explore opportunities for promoting solar energy use and daylighting in commercial buildings.
- J.** Work with industry to identify opportunities for improving energy efficiency in process applications, including waste-heat recovery for cogeneration and district heating and cooling. Promote applicable state, federal, and utility programs or incentives.
- K.** Study the impacts of reducing Multnomah County personal property tax for new investments in energy efficient equipment.

- L. Encourage district heating and cooling, and renewable resources in new commercial and institutional buildings.
- M. Study and provide information to the development community on the costs and benefits of certification of commissioning of air balancing, controls, and HVAC equipment in commercial buildings. (Commissioning means that energy systems in new buildings are certified to work the way they were designed in the original plans.)

7.6 Energy Efficient Transportation ³²

Provide opportunities for non-auto transportation including alternative vehicles, buses, light rail, bikeways, and walkways. The City shall promote the reduction of gasoline and diesel use by conventional buses, autos and trucks by increasing fuel efficiency and by promoting the use of alternative fuels.

Objectives:

Two-Year Action Plan

- A. Conduct an alternative fuels demonstration project in conjunction with appropriate utility, local, and state government agencies.
- B. Initiate the amendment of current ODOE Business Energy Tax Credit and Small-Scale Energy Loan Program legislation to include financial incentives for transportation options that reduce greenhouse gases and improve air quality.
- C. Support efforts to ensure the energy efficiency of the transit system, including good street maintenance and transportation system management.
- D. Promote shared recreational use of school facilities and city parks, close-in recreation opportunities, and improved scheduling of events to reduce recreation-related transportation needs.
- E. Promote the construction of a regional light rail transit system.
- F. Support efforts to remove the limitation in the State Constitution affecting local vehicle registration fees. Additional fees could be used for non-highway projects such as alternatives to auto-based transportation, if local voters authorize.
- G. Support an increase in the federal mileage standards for new cars.
- H. Promote walking and bicycle commuting by developing bikeways and walkways, encouraging spot hazard improvements on city streets, providing bicycle lockers at transit centers and park-and-ride lots, implementing bicycle commuter services such as long-term bicycle parking, showers, and changing facilities, and promoting covered walkways/sidewalks.

Long-Term Plan

- I. Work with the private and public sectors to increase the number of preferentially located parking spots available for carpools. Work with Tri-Met to promote their availability.

³² Amended by Ordinance No. 170136, May 1996

- J.** Match carpool riders and provide transit information to city employees. Promote public/private partnerships to increase employee ride-share, transit use, and flex-time.
- K.** Investigate offering reduced cost bus passes to city employees and encourage similar action by the state, Multnomah County, and private employers.
- L.** Promote and provide technical assistance on alternative fuels for downtown business fleets.
- M.** Support changes in federal tax laws to increase deductions for employer paid transit.
- N.** Promote efficient transportation options for commuting between northwest urban centers.

7.7 Telecommunications as an Energy Efficiency Strategy

The City shall research and support telecommunication opportunities that reduce the need for travel.

Objectives:

Two-Year Action Plan

- A.** Develop a telecommunications policy for internal city use.
- B.** Examine city-wide telecommunications needs with local businesses, agencies, and developers.

Long-Term Plan

- C.** Investigate opportunities for city employees to allow off-site work and telecommuting, when appropriate.
- D.** Work with neighborhood commercial districts to identify and put into use telecommunication applications.
- E.** Investigate opportunities for a “24-hour City Hall” to provide information by computer access on city activities, services, hearings, and cultural/recreational events.

7.8 Energy Supply

The City shall promote conservation as the energy resource of first choice. The City shall also support environmentally acceptable, sustainable energy sources, especially renewable resources such as solar, wind, hydroelectric, geothermal, biomass (wood, farm and municipal waste), cogeneration, and district heating and cooling.

Objectives:

Two-Year Action Plan

- A.** Investigate and advocate opportunities for competitive bidding to “sell” conservation to utilities or the Bonneville Power Administration (BPA). The City could operate conservation programs and deliver “saved energy” in the form of less electricity or gas used. Assist the Oregon Public Utility Commission (PUC), and others on the development of competitive bidding policies.

- B.** Promote the continued long-term production and use of methane at city-owned facilities, such as the St. Johns Landfill and Columbia Boulevard Wastewater Treatment Plant.
- C.** Develop an energy supply assessment for the city, including solar, biomass, and opportunities for using district heating and cooling, when funding is available.

Long-Term Plan

- D.** Develop an energy contingency plan based on the state's plan to protect against fuel shortages.
- E.** Investigate the potential for using the city's groundwater system and wastewater treatment plant for district heating and cooling.

7.9 Waste Reduction and Recycling

The City shall promote energy-saving activities such as 1) reduced use of excess materials, such as packaging; 2) recovery of materials from the waste stream for direct reuse and remanufacture into new products; 3) recycling; and 4) purchase of products made from recycled materials.

Objectives:

Two-Year Action Plan

- A.** Continue to support both city and intergovernmental efforts in the recycling of office wastepaper and other recyclable materials, the curbside recycling program and composting.
- B.** Set up recycling programs for 500 multifamily buildings and 20 downtown commercial buildings by 1992.
- C.** Help local businesses develop markets for recyclable materials.
- D.** Develop a plan, including targets and a schedule, to increase residential recycling.

Long-Term Plan

- E.** Promote economic reprocessing and reuse of asphalt removed from city streets. Promote the use of recycled asphalt and rubber (from tires) for paving.
- F.** Promote voluntary recycling of major glass, metal and wood products at construction and demolition sites.
- G.** Investigate opportunities for waste to energy and other waste recovery technologies.
- H.** Support activities to help METRO reach its goal of a 56 percent waste reduction in the METRO area by 2010.

8 ENVIRONMENT

GOAL:

- 8 Maintain and improve the quality of Portland’s air, water and land resources and protect neighborhoods and business centers from detrimental noise pollution.** ³³

POLICIES & OBJECTIVES – AIR QUALITY:

8.1 Interagency Cooperation – Air Quality ³⁴

Continue to cooperate with public agencies concerned with the improvement of air quality, and implement state and regional plans and programs to attain overall state and federal air quality standards. Cooperate and work with Metro and the State Department of Environmental Quality in efforts to maintain federal ambient air quality standards for ozone and carbon monoxide on a long-term basis.

8.2 Central City Transportation Management Plan ³⁵

The Central City Transportation Management Plan will guide future city efforts in maintaining air quality standards in the central business district and allow for expanded employment and housing opportunities throughout the Central City.

8.3 Air Quality Maintenance Strategies ³⁶

Implement the action elements of the Central City Transportation Management Plan and ozone maintenance plan that will provide for long-term maintenance of air quality standards.

8.4 Ride Sharing, Bicycling, Walking, and Transit ³⁷

Promote the use of alternative modes of transportation such as ridesharing, bicycling, walking, and transit throughout the metropolitan area.

POLICIES & OBJECTIVES – WATER QUALITY:

8.5 Interagency Cooperation – Water Quality

Continue cooperation with federal, state and regional agencies involved with the management and quality of Portland’s water resources.

8.6 Wastewater Systems

Operate, plan and regulate wastewater systems as designated in Metro’s “Waste Treatment Management Component.”

³³ Amended by Ordinance No. 153326, June 1982

³⁴ Amended by Ordinance No. 169535, December 1995

³⁵ Ibid.

³⁶ Ibid.

³⁷ Ibid.

8.7 Land Use and Capital Improvements Coordination

Maintain coordination of land use planning and capital improvement to insure the most efficient use of the city’s sanitary and stormwater run-off facilities.

8.8 Groundwater Protection ³⁸

Conserve domestic groundwater and surface water resources from potential pollution through a variety of regulatory measures relating to land use, transportation, and hazardous substances.

Objectives:

A. Hazardous substances

Control the storage, manufacture, use, transportation, and disposal of hazardous substances, especially in groundwater sensitive areas used for water supplies.

B. Groundwater sensitive areas

Conserve groundwater sensitive areas, such as aquifer recharge areas and areas of influence.

POLICIES & OBJECTIVES—LAND RESOURCES:

8.9 Open Space

Protect Portland Parks, cemeteries and golf courses through an Open Space designation on the Comprehensive Plan Map.

8.10 Drainageways ³⁹

Regulate development within identified drainageways for the following multiple objectives.

Objectives:

A. Stormwater runoff

Conserve and enhance drainageways for the purpose of containing and regulating stormwater runoff.

B. Water quality and quantity⁴⁰

Protect, enhance, and extend vegetation along drainageways to maintain and improve the quality and quantity of water.

C. Wildlife

Conserve and enhance the use of drainageways where appropriate as wildlife corridors which allow the passage of wildlife between natural areas and throughout the city, as well as providing wildlife habitat characteristics including food, water, cover, breeding, nesting, resting, or wintering areas.

³⁸ Added by Ordinance No. 160890, June 1988

³⁹ Added by Ordinance No. 160890, June 1988; amended by Ordinance No. 167293, January 1994

⁴⁰ Added by Ordinance No. 167293, January 1994

8.11 Special Areas ⁴¹

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

Objectives:

- A. Balch Creek Watershed**
Protect and preserve fishery, wildlife, flood control, and other natural resource values of the Balch Creek Watershed through the application of special development standards and approval criteria in the environmental overlay zones.
- B. East Buttes, Terraces and Wetlands ⁴²**
Conserve wildlife, forest and water resource values and the unique geology of East Portland through implementation of the East Buttes, Terraces and Wetlands Conservation Plan.
- C. Fanno Creek Watershed ⁴³**
Conserve fishery, wildlife, flood control, and water quantity and quality values of the Fanno Creek Watershed through implementation of the Fanno Creek and Tributaries Conservation Plan.
- D. Johnson Creek Basin ⁴⁴**
Protect and preserve the scenic, recreation, fishery, wildlife, flood control, water quality, and other natural resource values of the Johnson Creek basin through application of environmental overlay zones and implementation of the Johnson Creek Basin Protection Plan.
- E. Northwest Hills ⁴⁵**
Protect and preserve forest, wildlife and watershed resources through implementation of the Northwest Hills Natural Areas Protection Plan.
- F. Skyline West ⁴⁶**
Conserve wildlife, forest and water resource values of the Skyline planning area through implementation of the Skyline West Conservation Plan.
- G. Southwest Hills ⁴⁷**
Protect and preserve fish and wildlife, forest, and water resources through implementation of the Southwest Hills Resources Protection Plan.
- H. Willamette River Greenway**
Protect and preserve the natural and economic qualities of lands along the Willamette River through implementation of the city's Willamette River Greenway Plan.

⁴¹ Amended by Ordinance No. 163770, January 1991

⁴² Added by Ordinance No. 166572, June 1993.

⁴³ Added by Ordinance No. 167293; January 1994

⁴⁴ Added by Ordinance No. 164472, July 1991

⁴⁵ Added by Ordinance No. 164517, July 1991

⁴⁶ Added by Ordinance No. 168154, September 1994

⁴⁷ Added by Ordinance No. 165002, January 1992

8.12 National Flood Insurance Program

Retain qualification in the National Flood Insurance Program through implementation of a full range of floodplain management measures.

8.13 Natural Hazards

Control the density of development in areas of natural hazards consistent with the provisions of the City’s Building Code, Chapter 70, the Floodplain Ordinance and the Subdivision Ordinance.

8.14 Natural Resources ⁴⁸

Conserve significant natural and scenic resource sites and values through a combination of programs which involve zoning and other land use controls, purchase, preservation, intergovernmental coordination, conservation, and mitigation. Balance the conservation of significant natural resources with the need for other urban uses and activities through evaluation of economic, social, environmental, and energy consequences of such actions.

Objectives:

A. Acquisition Program for Significant Resources ⁴⁹

Prepare and maintain a long-range list of properties, in order of priority, desirable for public acquisition in order to insure long term natural resource conservation. Actively solicit donations of property or easements to protect and enhance identified resources.

B. Intergovernmental Coordination

Notify and coordinate programs with affected local, state, and federal regulatory agencies of development proposals within natural resource areas.

C. Impact Avoidance ⁵⁰

Where practical, avoid adverse impacts to significant natural and scenic resources.

D. Mitigation

Where adverse impacts cannot be practicably avoided, require mitigation or other means of preservation of important natural resource values. The following order of locational and resource preference applies to mitigation:

1. On the site of the resource subject to impact, with the same kind of resource;
2. Off-site, with the same kind of resource;
3. On-site, with a different kind of resource;
4. Off-site, with a different kind of resource.

⁴⁸ Policy 8.13 Sensitive Natural Areas deleted and Policies 8.14 through 8.18 added by Ordinance No. 160890, June 1988

⁴⁹ Amended by Ordinance No. 163957, March 1991

⁵⁰ Ibid.

- E. Soil Erosion Control**
Protect natural resources where appropriate from sediment and other forms of pollution through the use of vegetation, erosion control measures during construction, settling ponds, and other structural and non-structural means.
- F. Pruning to Maintain and Enhance Views**⁵¹
Actively manage the pruning and cutting of trees and shrubs on public lands or on non-public areas with scenic designations to maintain and enhance scenic views which may be impacted by vegetation.
- G. Improving Turnouts along Scenic Routes and at Viewpoints**⁵²
Improve and maintain turnouts along scenic corridors and at identified viewpoints throughout Portland.
- H. Bike and Pedestrian Routes**⁵³
Enhance the value and beauty of Portland's bicycle and pedestrian routes by locating them to take advantage of significant viewpoints, scenic sites, and scenic corridors.
- I. Consideration of Scenic Resources in Street Vacations**⁵⁴
Require the preservation and maintenance of existing and potential view corridors and viewpoints when approving street vacations. Require view easements within or near street vacations where access to viewpoints or view corridors is desired.
- J. Consideration of Scenic Resources in Planning Process**⁵⁵
Ensure that master plans and other planning efforts include preservation and enhancement of significant scenic resources.
- K. Enhancing View Corridors**⁵⁶
Improve the appearance of views along designated view corridors by placing utility lines underground.

8.15 Wetlands/Riparian/Water Bodies Protection⁵⁷

Conserve significant wetlands, riparian areas, and water bodies which have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation, and fish and wildlife habitat. Regulate development within significant water bodies, riparian areas, and wetlands to retain their important functions and values.

⁵¹ Added by Ordinance No. 163957, March 1991

⁵² Ibid.

⁵³ Ibid.

⁵⁴ Ibid.

⁵⁵ Ibid.

⁵⁶ Ibid.

⁵⁷ Policy 8.13 Sensitive Natural Areas deleted and Policies 8.14 through 8.18 added by Ordinance No. 160890, June 1988

Objectives:

A. Wetland/water body Buffer

Conserve significant riparian, wetland, and water body natural resources through the designation and protection of transition areas between the resource and other urban development and activities. Restrict non-water dependent or non-water related development within the riparian area.

B. Water Quality

Maintain and improve the water quality of significant wetlands and water bodies through design of stormwater drainage facilities.

C. Stormwater and Flood Control

Conserve stormwater conveyance and flood control functions and values of significant riparian areas within identified floodplains, water bodies, and wetlands.

D. Fish⁵⁸

Balch Creek cutthroat trout will be maintained in a range at least as extensive as their range in 1987 and at a population of at least 2,000.

8.16 Uplands Protection⁵⁹

Conserve significant upland areas and values related to wildlife, aesthetics and visual appearance, views and sites, slope protection, and groundwater recharge. Encourage increased vegetation, additional wildlife habitat areas, and expansion and enhancement of undeveloped spaces in a manner beneficial to the city and compatible with the character of surrounding urban development.

Objectives:

A. Wetland/water body Buffer

Provide protection to significant wetland and water body natural resources through designation of significant upland areas as a buffer between the resource and other urban development and activities.

B. Slope Protection and Drainage

Protect slopes from erosion and landslides through the retention and use of vegetation, building code regulations, erosion control measures during construction, and other means.

C. Wildlife Corridors

Conserve and enhance drainageways and linear parkways which have value as wildlife corridors connecting parks, open spaces, and other large wildlife habitat areas, and to increase the variety and quantity of desirable wildlife throughout urban areas.

8.17 Wildlife⁶⁰

Conserve significant areas and encourage the creation of new areas which increase the variety and quantity of fish and wildlife throughout the urban area in a manner compatible with other urban development and activities.

⁵⁸ Added by Ordinance No. 168698; April 1995

⁵⁹ Policy 8.13 Sensitive Natural Areas deleted and Policies 8.14 through 8.18 added by Ordinance No. 160890, June 1988.

⁶⁰ Ibid.

Objectives:

- A. Natural resource areas**
Regulate activities in natural resource areas which are deemed to be detrimental to the provision of food, water, and cover for fish and wildlife.
- B. City-wide**
Encourage the creation or enhancement of fish and wildlife habitat throughout the city.
- C. City Parks**
Protect existing habitat and, where appropriate, incorporate new fish and wildlife habitat elements into park plans and landscaping.

8.18 Natural Resources Management Plans ^{61 62}

The development of natural resource management plans for large parcels or areas is encouraged. Overlapping plan and permit requirements for natural resource management plans and developments therein will be minimized. Plans approved through the regulations of the Environmental zones are deemed to be in compliance with Policies 8.9 through 8.17.

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

Reduce and prevent excessive noise levels from one use which may impact another use through on-going noise monitoring and enforcement procedures.

8.21 Portland International Airport Noise Impact Area ⁶³

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 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 and the 1977 Ldn 68 noise contours.
- B.** Minimize the potential impact of aircraft noise on those living and working within the noise impact area by requiring sound insulation to achieve a day/night average interior noise level of 45 dBA for most structures.

⁶¹ Ibid.

⁶² Amended by Ordinance No. 163608, November 1990

⁶³ Added by Ordinance No. 158055, December 1985

- C. Provide documentation of the level of aircraft noise to developers of residential property within the noise 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.

POLICIES & OBJECTIVES - AGGREGATE RESOURCES: ⁶⁴

8.22 Aggregate Resources

Protect aggregate resources sites for current and future use, where there are no major conflicts with urban needs, or these conflicts may be resolved.

8.23 Aggregate Mining Impacts

Ensure that the development of aggregate resources limits adverse environmental impacts and impacts on adjacent land uses as practically as possible.

8.24 Reclamation of Aggregate Sites

Ensure the reclamation of mining sites in a manner compatible with the surrounding land uses, natural conditions and public safety.

POLICIES & OBJECTIVES - RF EMISSIONS: ⁶⁵

8.25 Visual Impacts

Reduce the visual impact of radio and television broadcast facilities in close proximity to residential areas.

8.26 Health and Safety

Protect the health and safety of the citizens from the adverse impacts of radio and television broadcast emissions.

⁶⁴ Policies 8.22 through 8.24 added by Ordinance No. 153326, June 1982

⁶⁵ Policies 8.25 and 8.26 added by Ordinance No. 160049, August 1987

9 *CITIZEN INVOLVEMENT*

GOAL:

- 9 Improve the method for citizen involvement in the on-going land use decision-making process and provide opportunities for citizen participation in the implementation, review and amendment of the adopted Comprehensive Plan.**

POLICIES & OBJECTIVES:

9.1 Citizen Involvement Coordination

Encourage citizen involvement in land use planning projects by actively coordinating the planning process with relevant community organizations, through the reasonable availability of planning reports to city residents and businesses, and notice of official public hearings to neighborhood associations, business groups, affected individuals and the general public.

9.2 Comprehensive Plan Review

Implement a process for complete review of the Comprehensive Plan on a five year basis which provides opportunities for active involvement by the city's residents, businesses and organizations.

9.3 Comprehensive Plan Amendment

Allow for the review and amendment of the adopted Comprehensive Plan which insures citizen involvement opportunities for the city's residents, businesses and organizations.

9.4 Intergovernmental Cooperation

Promote citizen involvement in land use decisions initiated by other governmental agencies.

10 **PLAN REVIEW AND ADMINISTRATION**

GOAL:

- 10 Portland's Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development. The Plan will be implemented in accordance with State law and the Goals, Policies and Comprehensive Plan Map contained in the adopted Comprehensive Plan.**

POLICIES & OBJECTIVES:

10.1 Comprehensive Plan Review ⁶⁶

Implement a process for the review of the Comprehensive Plan goals, policies, objectives, and implementation provisions on a periodic basis.

10.2 Comprehensive Plan Map Review

Implement a community and neighborhood planning process for review and update of the Comprehensive Plan Map. This community and neighborhood planning process will include land use and demographic data collection and analysis and a citizen involvement process. Community and neighborhood plans will be used to evaluate the Plan's effectiveness and will include necessary proposals for amendments to the Comprehensive Plan Map as appropriate. Complete a total review and update of the Comprehensive Plan Map using the community and neighborhood planning process as the update vehicle by the end of 2004.

10.3 Long Range Planning Framework ⁶⁷

Adopt the land use goals and policies as the long range planning framework and guide to the development and redevelopment of the city.

10.4 Comprehensive Plan Map ^{68 69}

The Comprehensive Plan Map is the official long-range planning guide for uses and development in the city. The Comprehensive Plan Map uses the designations listed below. The designations state the type of area each is intended for, general uses and development types desired, and the corresponding zone or zones which implement the designation. Comprehensive Plan Map designations are shown on the Official Zoning Maps.

⁶⁶ Policy 10.1 was amended, a new policy 10.2 was added, and policies 10.2 through 10.13 were renumbered by Ordinance No. 167650, May 11, 1994.

⁶⁷ Policies 10.3 through 10.10 and Policy 10.13 were amended or reordered by Ordinance No. 163608, November 1990. See Appendix A for more detailed information on the changes.

⁶⁸ Ibid.

⁶⁹ Amended by Ordinance No. 170136, May 1996

- (1) **Open Space**
This designation is intended for lands that serve an open space function, primarily public lands, but also some private areas. Lands intended for open space designation include parks, natural areas, golf courses, and cemeteries. The corresponding zone is OS.
- (2) **Farm and Forest**
This designation is intended for agricultural and forested areas in the city which are presently deficient in public services. Agriculture, forestry and extremely low density single-dwelling residential and agriculture will be the primary uses. The maximum density is generally one unit per two acres. The corresponding zone is RF.
- (3) **Limited Single-Dwelling**
This designation is intended for areas with long term service limitations and significant development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 2.2 units per acre. The corresponding zone is R20.
- (4) **Low Density Single-Dwelling**
This designation is intended for areas with public services but which are subject to significant development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.
- (5) **Medium Density Single-Dwelling**
This designation is intended for areas with adequate public services but minor development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.
- (6) **High Density Single-Dwelling**
This designation continues Portland's most common pattern of single-dwelling development. It is intended for areas with good public services and no development constraints. Single-dwelling residential will be the primary use. The maximum density is generally 8.7 units per acre. The corresponding zone is R5.
- (7) **Attached Residential**
This designation is intended for areas with complete public services and without development constraints. It allows a mixture of housing types of a single-dwelling character, including attached houses. Allowed densities for attached houses are higher than for detached housing. The maximum density is generally 17.4 units per acre for attached housing. To allow the fulfillment of these densities, the allowed scale of these projects should be allowed to be greater than for other single-dwelling housing structure types. The corresponding zone is R2.5.

- (8) **Townhouse Multi-Dwelling**
This designation is intended for areas with good public services, no development constraints, and larger development sites. It permits a mixture of housing types of a single-dwelling character including multi-dwelling structures which also have this character. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre in some situations. The allowed scale of development is similar to that for attached single-dwelling housing. The corresponding zone is R3.
- (9) **Low Density Multi-Dwelling**
This designation continues a common development pattern for low density multi-dwelling mixed with single-dwelling housing types. It is intended for areas with good public services and no development constraints. It may be used on larger development sites, or on smaller sites near arterials, transit service, or commercial areas. The maximum density is generally 21.8 units per acre, but may go up to 32 units per acre in some situations. The allowed scale of the development is greater than for single-dwelling housing. The corresponding zone is R2.
- (10) **Medium Density Multi-Dwelling**
This designation continues a common development pattern for medium density apartments. It is intended for areas with good public services, including being well served by transit, and no development constraints. It may be used for lands near arterials, transit streets, or commercial areas. The maximum density is generally 43 units per acre, but may go up to 65 units per acre in some situations. The scale of the development is intended to reflect the allowed densities while being compatible with nearby single-dwelling areas. The corresponding zone is R1.
- (11) **High Density Multi-Dwelling**
This designation allows high density multi-dwelling structures and structures of an intense scale. It is intended for areas with good public services including transit, no development constraints, and a close proximity to commercial areas. Maximum density is based on a floor area ratio, not on a units per square foot basis. Densities will range from 80 to 125 units per acre. The corresponding zone is RH.
- (12) **Central Residential**
This designation allows the highest density and most intensely developed multi-dwelling structures. Limited amounts of commercial uses are also allowed as part of new development. The designation is intended for the most built-up parts of the city which have the highest levels of public services. Development will generally be oriented to pedestrians. Maximum density is based on a floor area ratio, not on a units per square foot basis. Densities allowed exceed 100 units per acre. The corresponding zone is RX. The Design overlay zone will be applied in conjunction with the RX zone.

(13) Institutional Campus ⁷⁰

This designation is intended for large institutional campuses that serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. Institutions eligible for the institutional campus designation include medical centers, colleges, schools and universities. Uses allowed within an area with the institutional campus designation are those that are part of the institution, accessory to the institution and/or are associated with the mission of the campus. The designation, in concert with an approved impact mitigation plan, is intended to foster the growth of the institution while ensuring the continued livability of surrounding residential neighborhoods and the viability of nearby business areas. A key aspect of the institutional campus designation is the establishment of a campus growth boundary as part of the impact mitigation plan. The area carrying an institutional campus designation reflects the maximum area that the institution is allowed to develop on under the City's Comprehensive Plan.

Two or more institutions located together may be considered a campus and receive the institutional campus designation if they share a common impact mitigation plan. Expansion of the institution beyond the area designated as an institutional campus requires a comprehensive plan amendment and an update of the campus impact mitigation plan. The corresponding zone is IR (Institutional Residential).

(14) Neighborhood Commercial

This designation is intended to allow neighborhood-oriented commercial uses in and adjacent to residential areas. In more densely developed neighborhoods, development should be oriented to pedestrians. In less densely developed neighborhoods, development may be more auto-oriented. In both cases, the allowed intensity of development is low to maintain compatibility with the residential areas, and development is oriented to pedestrians, bicycles, and transit where high quality transit service is available. The corresponding zones are Neighborhood Commercial 1 (CN1) and Neighborhood Commercial 2 (CN2).

(15) Office Commercial

This designation is intended for situations where a range of office uses may be appropriate, but not a broader spectrum of commercial uses. It is intended for low intensity development on small sites in or near residential areas, and for low and medium intensity developments near arterial streets. The corresponding zones are Office Commercial 1 (CO1) and Office Commercial 2 (CO2).

⁷⁰ Added by Ordinance No. 166786, July 1993

- (16) **Urban Commercial**
This designation is intended for more developed parts of the city near relatively dense residential areas. A full range of retail, service, and business uses are allowed serving a local and a larger market area. It is intended primarily for areas which are served by transit. Development should have a strong orientation to pedestrians. It is also intended to allow commercial development in some areas while maintaining housing opportunities. The corresponding zones are Mixed Commercial/Residential (CM) and Storefront Commercial (CS).
- (17) **General Commercial**
This designation allows a full range of commercial uses having a local or regional market. Development will mostly have an auto-orientation, but along streets where high quality transit service is available, development will also be oriented to pedestrians, bicycles, and transit. It is intended for arterial streets and to be used for developing areas and for larger, older areas which already have an auto-oriented development style. The corresponding zone is General Commercial (CG).
- (18) **Central Commercial**
This designation is intended to be the city's most physically intense commercial designation. The have the highest designation is intended for the most developed parts of the city which levels of public services. It allows a full range of commercial uses. The designation encourages development that is supportive of a pedestrian orientation. The corresponding zone is CX. The Design overlay zone will be applied in conjunction with the CX zone.
- (19) **Mixed Employment**
This designation is intended for areas where a wide variety of employment opportunities are encouraged in an industrial-type setting. Industrial uses are allowed with few limitations. Commercial uses are allowed, but are limited in intensity so as to not overburden public services and to maintain adequate industrial development opportunities. Residential development is restricted to prevent conflicts with the other uses. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).
- (20) **Central Employment**
This designation is intended to provide for mixed-use areas in an overall industrial-type setting. The designation is intended for very developed parts of the city which have the highest levels of public services. It allows a full range of industrial and commercial uses. Residential uses are allowed but should be compatible with the surrounding nonresidential development. The intensity of development will be higher than in other employment designations and most commercial designations. The corresponding zone is EX. The Design overlay zone will be applied in conjunction with the EX zone.

(21) Industrial Sanctuary

This designation is intended for areas where City policy is to reserve land for existing and future industrial development. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are limited to prevent land use conflicts and to preserve land for industry. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

10.5 Corresponding Zones and Less Intense Zones ⁷¹

Corresponding zones are zones which best implement a Comprehensive Plan Map designation. Base zones must either be the zone corresponding to the designation, or be a zone less intense than the corresponding zone. When the Comprehensive Plan Map is amended legislatively and the underlying base zones are more intensive than allowed by the amended Plan Map, the zones are automatically changed to corresponding zones. When the Comprehensive Plan Map is amended through a quasi-judicial review and the underlying base zone is more intensive than allowed by the amended Plan Map, the zone must be changed to a corresponding zone as part of the review. In either situation, when the underlying base zone is less intensive than the corresponding zone, the underlying zone may remain. Base zones that are corresponding, less intense, and more intense for each designation are shown in Table 10.4-1. (See next page)

10.6 Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures ⁷²

The Planning Commission must review and make recommendations to the City Council on all proposed amendments to the Comprehensive Plan Goals and Policies and implementing ordinances.

10.7 Amendments to the Comprehensive Plan Map ⁷³

The Planning Commission must review and make recommendations to the City Council on all legislative amendments to the Comprehensive Plan Map. Quasi-judicial amendments to the Comprehensive Plan Map will be reviewed by the Hearings Officer prior to City Council action, using procedures stated in the zoning code. For quasi-judicial amendments, the burden of proof for the amendment is on the applicant. The applicant must show that the requested change is: (1) Consistent and supportive of the appropriate Comprehensive Plan Goals and Policies, (2) Compatible with the land use pattern established by the Comprehensive Plan Map, (3) Consistent with the Statewide Land Use Planning Goals, and (4) Consistent with any adopted applicable area plans adopted as part of the Comprehensive Plan.

⁷¹ Amended by Ordinance No. 163608, November 1990

⁷² Ibid.

⁷³ Ibid.

Table 10.4-1 CORRESPONDING AND LESS INTENSE ZONES FOR EACH DESIGNATION

Plan Map Designations	OS	RF	R2	R1	R7	R5	R	R3	R2	R1	RH	RX	IR	CN	CN	CO	CO	CM	CS	CG	CX	EG	EG	EX	IG	IG	IH
							2.5							1	2	1	2					1	2		1	2	
Open Space	●																										
Farm and Forest		●																									
Limited SD			●																								
Low Density SD				●																							
Medium Density SD					●																						
High Density SD						●																					
Attached Residential							●																				
Townhouse Residential								●																			
Low Density MD									●																		
Medium Density MD										●																	
High Density MD											●																
Central Residential												●															
Institutional Campus													●														
Neighborhood Commercial														●													
Office Commercial															●												
Urban Commercial																●											
General Commercial																											
Central Commercial																											
Mixed Employment																											
Central Employment																											
Industrial Sanctuary																											

● = Corresponding zone for the designation Shaded cell = Less intense zone for the designation Blank Cell = Zone too intensive for the designation

When the requested amendment is from a residential designation to a commercial, employment, or industrial designation, or from the urban commercial designation to another commercial, employment, or industrial designation, the following additional criterion must be met: The requested designation will not result in a net loss of potential housing units. Replacement of potential housing units may be accomplished through any of the following means:

- a) Rezoning and redesignating existing commercial, employment, or industrial land off site to residential;
- b) Rezoning and redesignating lower-density residential land off site to higher-density residential land;
- c) Rezoning on or off site to the CM zone;
- d) Building residential units on the site or in a commercial or employment zone off site, if there is a long term guarantee that housing will remain on the site; or
- e) Any other method that results in no net loss of potential housing units.

10.8 Zone Changes ⁷⁴

Base zone changes within a Comprehensive Plan Map designation must be to the corresponding zone stated in the designation. When a designation has more than one corresponding zone, the most appropriate zone will be applied based on the purpose of the zone and the zoning and general land uses of surrounding lands. Zone changes must be granted when it is found that public services are presently capable of supporting the uses allowed by the zone, or can be made capable prior to issuing a certificate of occupancy. The adequacy of services is based on the proposed use and development. If a specific use and development proposal is not submitted, services must be able to support the range of uses and development allowed by the zone. For the purposes of this requirement, services include water supply, sanitary sewage disposal, stormwater disposal, transportation capabilities, and police and fire protection.

10.9 Land Use Approval Criteria and Decisions ⁷⁵

The approval criteria that are stated with a specific land use review reflect the findings that must be made to approve the request. The approval criteria are derived from and are based on the Comprehensive Plan. A proposal that complies with all of the criteria is in conformance with the Comprehensive Plan and will be approved. A proposal that can comply with the criteria with mitigation measures or limitations will be approved with the necessary conditions. A proposal that cannot comply with the criteria will be denied.

10.10 Amendments to the Zoning and Subdivision Regulations ⁷⁶

Amendments to the zoning and subdivision regulations should be clear, concise, and applicable to the broad range of development situations faced by a growing, urban city.

⁷⁴ Ibid.

⁷⁵ Ibid.

⁷⁶ Ibid.

Objectives:

- A.** Promote good planning by:
- Effectively and efficiently implementing the Comprehensive Plan;
 - Addressing present and future land use problems;
 - Balancing the benefits of regulations against the costs of implementation and compliance; and
 - Assuring that Portland remains competitive with other jurisdictions as a location in which to live, invest, and do business.
- B.** Assure good administration of land use regulations by:
- Keeping regulations simple;
 - Using clear and objective standards where ever possible;
 - Maintaining consistent procedures and limiting their number;
 - Establishing specific approval criteria for all land use reviews;
 - Emphasizing administrative procedures for land use reviews; and
 - Avoiding overlapping reviews.
- C.** Strive to improve the code document by:
- Using clear language;
 - Maintaining a clear, logical organization;
 - Using a format and page layout that eases use of the document by lay-people as well as professionals; and
 - Using tables and drawings to add clarity and to shorten the document.

10.11 Enforcement ⁷⁷

Develop mechanisms for better enforcement of conditions of approval for quasi-judicial reviews.

10.12 Long Range Parks Plan

The Bureau of Planning and the Park Bureau shall develop a long range parks plan for the City which will provide standards for location of park and recreation facilities and identify areas of facility deficiencies in neighborhood, district and city-wide recreational parks and programs.

10.13 Design Review ⁷⁸

Develop recommendations for Council consideration for additional areas where design review would be appropriate and prepare design review standards for both existing and proposed areas.

10.14 Columbia River ⁷⁹

Develop a plan for Portland's frontage along the Columbia River to protect, conserve, maintain, and enhance the scenic, natural, historical, economic, and recreational qualities of Portland's Columbia river bank.

⁷⁷ Ibid.

⁷⁸ Ibid.

⁷⁹ Added by Ordinance No. 163957, March 1991

11 PUBLIC FACILITIES

GENERAL GOAL & POLICIES

GOAL:

11 A Provide a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities.

POLICIES & OBJECTIVES:

11.1 Service Responsibility ⁸⁰

A. Within its boundaries of incorporation, the City of Portland will provide, where feasible and as sufficient funds are available from public or private sources, the following facilities and services at levels appropriate for all land use types:

- (1) streets and other public ways;
- (2) sanitary and stormwater sewers;
- (3) police protection;
- (4) fire protection;
- (5) parks and recreation;
- (6) water supply;
- (7) planning, zoning, buildings and subdivision control.

The City of Portland should encourage the planning efforts of those agencies providing the following services:

- (8) public schools;
- (9) public health services;
- (10) justice service;
- (11) solid waste disposal;
- (12) energy and communication services;
- (13) transit services.

B. Outside its boundaries of incorporation, the City of Portland shall:

- (1) Acknowledge the City's role as principal provider of urban services within the City's established Urban Services Boundary and plan for the eventual delivery of urban services according to a phased program of improvements meeting the service needs of individual areas.
- (2) Coordinate closely with other jurisdictions providing services within the established Portland Urban Services Boundary to ensure continuing delivery of effective and efficient urban services.

⁸⁰ Amended by Ordinance No. 155002, August 1983

- (3) Consider requests for delivery of services within the Urban Services Boundary wherever the following conditions exist:
- Residents or property owners within an area to be served desire delivery of services by the City of Portland.
 - The City can meet the new demands without diminishing its ability to serve existing City of Portland residents and businesses.
 - The City can supply the needed services most effectively and efficiently.
 - The City can expect to recapture its service investment.
- (4) Deliver services within the Urban Services Boundary by means of annexation to Portland, or, on an interim basis, through alternative approaches that are demonstrated to be in the best long-term interest of both the City and future service areas.
- (5) Consider delivery of services to areas outside the established City of Portland Urban Services Boundary only where the City determines that there is a clearly defined need for each service, that expansion of the Urban Services Boundary and full-service provision by the City are not appropriate, that the conditions in number (3), above, are met and that improved services may be expected to enhance the City's ability to meet the service needs of existing city residents and businesses.
- C.** The City shall initiate and maintain a public education program within the Portland Urban Services Boundary to inform residents and property owners of the need, benefits and costs to deliver City of Portland services within that area. The City will coordinate this public education program with similar efforts by service providers and community organizations operating in the Portland metropolitan area.
- D.** The City shall provide for a process of public participation in the implementation of this policy, assuring that property owners, residents, and existing community organizations in areas affected by proposed changes in service delivery have opportunity to review and comment on plans for such changes.

11.2 Orderly Land Development

Urban development should occur only where urban public facilities and services exist or can be reasonably made available.

11.3 Orderly Service Extension ⁸¹

The improvement and expansion of one urban public facility or service should not stimulate development that significantly precedes the City's, or other appropriate jurisdiction's, ability to provide all other necessary urban public facilities and services at uniform levels.

⁸¹ Ibid.

11.4 Capital Efficiency

Maximum use of existing public facilities and services should be supported through encouraging new development to occur at the maximum densities allowed by the Comprehensive Plan and through the development of vacant land within presently developed areas.

11.5 Cost Equitability

To the maximum extent possible, the costs of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. A procedure is to be established that defines the responsibility for improvements of individual projects.

11.6 Public Facilities System Plan ⁸²

Develop and maintain a coordinated Public Facilities System Plan that provides a framework for the provision of urban public facilities and services within Portland's Urban Services Boundary. This plan will be consistent with the designated land uses and density of the applicable plan. A 20-year time schedule should, if practical, be established as part of the Public Facilities System Plan to address vacant, buildable land, and the cost to increase facilities to meet projected population growth. This schedule, if developed, becomes the basis for the capital improvement programs and for future upzoning. The Transportation System Plan, when adopted, becomes the Public Facility System Plan for transportation.

11.7 Capital Improvement Program ⁸³

The capital improvement program will be the annual planning process for major improvements to existing public facilities and the construction of new facilities. Planning will be in accordance with the framework provided by the Public Facilities System Plan and the Transportation System Plan.

PUBLIC RIGHTS-OF-WAY GOAL & POLICIES⁸⁴

GOAL:

11 B Improve the quality of Portland's transportation system by carrying out projects to implement the 2040 Growth Concept, preserving public rights-of-way, implementing street plans, continuing high-quality maintenance and improvement programs, and allocating limited resources to identified needs of neighborhoods, commerce, and industry.

POLICIES & OBJECTIVES:

11.8 Environmental Sustainability in Transportation

Participate in meeting the City's sustainability goals by designing, constructing, installing, using, and maintaining the transportation system in efficient, innovative, and environmentally responsible ways.

⁸² Amended by Ordinance No. 170136, May 1996

⁸³ Ibid.

⁸⁴ Amended by Ordinance No. 177028, October 2002, which replaced the entire Goal 11B, policies and objectives

Objectives:

- A.** Integrate best management practices into all aspects of the Portland Office of Transportation activities.
- B.** Continue to reuse and recycle office and construction materials and equipment, compost leaves, and separate street debris.
- C.** Maintain equipment and facilities to minimize air, water, and noise pollution.
- D.** Use environmentally safe products.
- E.** Minimize runoff and erosion in all ground-disturbing activities, including construction, excavation, landscaping, and trench work.
- F.** Use alternative energy sources to power equipment whenever feasible.
- G.** Incorporate sustainable design solutions for streets and other transportation projects.

11.9 Project Selection

Through the capital improvement program process, give priority consideration to transportation projects that will contribute to a reduction in vehicle miles traveled per capita, while supporting economic vitality and sustainability.

Objectives:

- A.** Promote a compact urban form by supporting development in high-priority 2040 Growth Concept areas, including facilities and improvements that support mixed-use, pedestrian-friendly development and increase walking, bicycling, and transit use.
- B.** Address existing deficiencies or hazards by improving pedestrian, bicycle, and vehicular safety.
- C.** Use good resource management and minimize or reduce negative impacts to the natural environment.
- D.** Provide and improve access to and within activity centers and develop safe routes to schools.
- E.** Improve access to existing and emerging employment and industrial areas.
- F.** Promote street connectivity for all modes, especially in areas where identified deficiencies exist, to support desired urban form and travel patterns.
- G.** Address areawide needs, including access and mobility, environmental protection, and quality urban design, in a comprehensive approach to project selection.
- H.** Increase the efficiency and effectiveness of the system by wise application of available financial, capital, and human resources.
- I.** Develop the transportation system consistent with and supportive of community values.

11.10 Street Design and Right-of-Way Improvements

Design improvements to existing and new transportation facilities to implement transportation and land use goals and objectives.

Objectives:

- A.** Make changes to public rights-of-way that are consistent with their street classifications and descriptions in the Transportation Element of the Comprehensive Plan.
- B.** Consider the needs and safety of all users of a planned facility in its design and during the construction process.
- C.** When changes to a right-of-way are proposed, consider the overall capacity impacts to the immediately affected street, as well as potential areawide capacity impacts.
- D.** Use Metro street design guidelines (Creating Livable Streets: Street Design for 2040, November 1997 and Green Streets, July 2002) as a resource in developing and designing projects for streets on the regional system.
- E.** Use a variety of transportation resources in developing and designing projects for all City streets, such as the City of Portland's Pedestrian Design Guide, Bicycle Master Plan-Appendix A, and Design Guide for Public Street Improvements.
- F.** Provide planned bicycle facilities in conjunction with street improvements, or develop equally safe and convenient alternative access for bicycles on parallel streets when the appropriate bikeway facility cannot be provided on the designated street because of severe environmental or topographical constraints, unacceptable levels of traffic congestion, or the need to retain on-street parking.
- G.** Include sidewalks on both sides of all new street improvement projects, except where there are severe topographic or natural resource constraints or when consistent with the Pedestrian Design Guide.
- H.** Include improvements that enhance transit operations, safety, and travel times in projects on existing or planned transit routes.
- I.** Improve streets within Freight Districts and on truck-designated streets to facilitate truck movements.
- J.** Construct local residential streets to minimize pavement width and total right-of-way width, consistent with the operational needs of the facility and taking into account the needs of both pedestrians and vehicles.
- K.** Ensure that transportation facilities are accessible to all people and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way comply with the Americans with Disabilities Act of 1990.
- L.** Encourage the beautification of the City by incorporating appropriate streetscape elements along regionally designated streets and along other City-designated arterials, in conjunction with the Urban Forestry Program.
- M.** Encourage the formation of local improvement districts (LIDs for the construction of transportation infrastructure, which may include streets, curbs, or other structures; pedestrian or bicycle facilities; drainage; and street trees.
- N.** Continue to explore cost-effective methods to finance local street improvements.

- O.** Consider and minimize impacts on the natural environment, consistent with the City and regional response to the Endangered Species Act and stream crossing design guidelines in the Green Streets handbook, in the planning, design, and development of transportation projects.
- P.** Consider the desired character of the area, including neighborhood livability, in the design and development of transportation projects.

11.11 Street Plans

Promote a logical, direct, and connected street system through the development of street plans.

Objectives:

- A.** Develop conceptual master street plans for areas of the City that have significant amounts of vacant or underdeveloped land and where the street network does not meet City and Metro connectivity guidelines.
- B.** Ensure that new residential development and development in zones that allow a mix of uses include street plans that are consistent with master street plans, extend and connect to adjacent areas, and meet connectivity objectives.
- C.** Identify opportunities to extend and connect streets, provide direct public right-of-way routes, and limit the use of cul-de-sac and other closed-end street designs.
- D.** Provide full street connections with spacing of no more than 530 feet between connections, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Where streets must cross over protected water features, provide crossings at an average spacing of 800 to 1,200 feet, unless exceptional habitat quality or length of crossing prevents a full street connection.
- E.** Provide bike and pedestrian connections at approximately 330-foot intervals on public easements or rights-of-way when full street connections are not possible, except where prevented by barriers such as topography, railroads, freeways, or environmental constraints. Bike and pedestrian connections that cross protected water features should have an average spacing of no more than 530 feet, unless exceptional habitat quality or length of crossing prevents a connection.
- F.** As the North Macadam area develops, provide connectivity for all modes of travel by developing the streets and accessways as shown on Map 11.11.1.
- G.** As the western half of the Bridgeton neighborhood develops, provide connectivity for all modes of travel by developing the streets as shown on Map 11.11.2.
- H.** As the Gateway regional center redevelops, provide additional connectivity for all modes of travel as shown on Map 11.11.3.
- I.** As the Airport Way vicinity continues to develop, use the Airport Way Secondary Infrastructure Plan as a guide to provide connectivity for all modes of travel by developing streets as shown on Map 11.11.4.
- J.** Continue to provide connectivity in the River District for all modes of travel by developing public and private streets as shown on Map 11.11.5.
- K.** As the Southwest District develops, provide connectivity for all modes of travel by developing streets as shown on Map 11.11.6.

- L.** As the Far Southeast District develops, provide connectivity for all modes of travel by developing streets as shown on Map 11.11.7.
- M.** As the street system is modified around the west end of the Ross Island Bridge, provide enhanced connectivity for all modes as shown on Map 11.11.8.
- N.** Preserve street connectivity in areas of the City that meet the standards of this policy and its objectives as shown on Maps 11.11.9 through 11.11.16.

11.12 Maintenance

Support activities and programs that preserve, maintain, and prevent deterioration of the existing transportation system.

Objectives:

- A.** Consider the potential impacts of maintenance obligations and life-cycle costs in the development of transportation projects and programs.
- B.** Incorporate retrofitting or removing culverts identified in the region's fish passage program into maintenance activities for the transportation system.
- C.** Use best management practices to address environmental impacts of maintenance activities.
- D.** Pursue strategies for new sources of revenues for maintenance of the transportation system.
- E.** Coordinate capital improvement program development with ongoing maintenance needs in addition to preservation and rehabilitation projects.

11.13 Performance Measures

Evaluate the performance of the transportation system at five-year intervals, using a set of benchmarks that measure progress toward achieving transportation goals and objectives.

Objectives:

- A.** Maintain acceptable levels of performance on the regional transportation system, consistent with Table 11.1, in the development and adoption of, and amendments to, the Transportation System Plan and in legislative amendments to the Comprehensive Plan Map.
- B.** Use level-of-service as one measure to evaluate the adequacy of transportation facilities in the vicinity of sites subject to land use review.
- C.** Use alternatives to the level-of-service measure to determine the adequacy of the transportation system in areas that exhibit the following characteristics:
 - A mix of land uses, including residential
 - A mode split consistent with targets established for the area
 - Maximum parking ratios
 - Adequate existing street connectivity

- D.** In areas identified by Metro that exceed the level-of-service in Table 11.1 and are planned to, but do not currently, meet the alternative performance criteria, establish an action plan that does the following:
- Anticipates growth and future impacts of motor vehicle traffic on multimodal travel in the area
 - Establishes strategies for mitigating the future impacts of motor vehicles
 - Establishes performance standards for monitoring and implementing the action plan
- E.** Develop performance measures to track progress in creating and maintaining the transportation system.
- F.** Establish mode split targets in 2040 Growth Concept areas within the City, consistent with Metro’s targets for these areas.

**Table 11.1
Performance Measures for Regionally Significant Streets
Deficiency Thresholds and Operating Standards**

Location	Mid-Day One-Hour Peak			A.M./P.M. Two-Hour Peak					
	Preferred Operating Standard	Acceptable Operating Standard	Exceeds Deficiency Threshold	Preferred Operating Standard		Acceptable Operating Standards		Exceeds Deficiency Threshold	
				1 st hour	2 nd hour	1 st hour	2 nd hour	1 st hour	2 nd hour
Central City, Gateway regional center, town centers, main streets, station communities	C	E	F	E	E	F	E	F	F
Corridors, industrial areas, intermodal facilities, employment areas, neighborhoods	C	D	E	E	D	E	E	F	E
Banfield Freeway (from I-5 to I-205) [Note 1]	E	E	F	E	E	F	E	F	F
I-5 North (from Marquam Bridge to Interstate Bridge) [Note 1]	C	E	F	E	E	F	E	F	F
Highway 99E (from the Central City to Highway 224 interchange) [Note 1]	C	E	F	E	E	F	E	F	F
Stadium Freeway (from I-5 South to I-5 North) [Note 1]	C	E	F	E	E	F	E	F	F
Sunset Highway (from I-405 to Sylvan interchange) [Note 1]	C	E	F	E	E	F	E	F	F
Other principal arterial routes [Note 2]	C	D	E	E	D	E	E	F	E
Areas of special concern [Note 3]	Areas with this Metro designation are planned for mixed-use development, but are also characterized by physical, environmental, or other constraints that limit the range of acceptable transportation solutions for addressing a level-of-service need and have other streets that are available for circulation and access.								

Note 1: Thresholds shown are interim; Metro will undertake refinement plans for these corridors, in conjunction with affected jurisdictions. The refinement plans will include performance measures for each corridor.

Note 2: Principal arterials are identified in the Metro RTP. This is not a City of Portland designation.

Note 3: Areas of Special Concern are shown in the Metro RTP. This is not a City of Portland designation.

SANITARY AND STORMWATER FACILITIES GOAL & POLICIES

GOAL:

- 11 C Insure an efficient, adequate and self-supporting wastewater collection treatment and disposal system which will meet the needs of the public and comply with federal, state and local clean water requirements.**

POLICIES & OBJECTIVES:

11.18 Maintenance

Maintain and improve the existing sanitary and storm sewer system through preventive maintenance and on-going appraisal.

11.19 Improvement

Require improvement of the existing sewer system in those areas adversely affected by overloaded sewer systems.

11.20 Combined sewer overflows

Control and reduce combined sewer overflows.

11.21 Sub-Surface Disposal

Discourage the development of on-site sub-surface waste disposal systems on lots smaller than two acres in size.

11.22 Sewer Connections

Require all new developments within the city limits to be connected to sanitary sewers except those that can be provided with acceptable sub-surface disposal, if a sewer is not available.

11.23 New Construction

In the development of new sewer systems, give priority to those unsewered areas developed at urban densities where health hazards or demand exist.

11.24 Treatment

Operate city treatment facilities to meet or exceed state effluent standards.

11.25 Stormwater Management

Integrate master planning for stormwater management with other city activities to achieve adequate drainage and to minimize pollution and erosion problems.

11.26 Impervious surfaces

Where necessary, limit the increase of Portland's impervious surfaces without unduly limiting development in accordance with the Comprehensive Plan.

SOLID WASTE GOAL & POLICIES

GOAL:

11 D Provide for adequate solid waste disposal.

POLICIES & OBJECTIVES:

11.27 Disposal ⁸⁵

Participate in the preparation and implementation of the Metropolitan Service District's Solid Waste Management Plan as appropriate.

11.28 Recycling and Energy Recovery

Support the development and utilization of solid waste recycling and energy recovery systems, if cost effective.

WATER SERVICE GOAL & POLICIES

GOAL:

11 E Insure that reliable and adequate water supply and delivery systems are available to provide sufficient quantities of high quality water at adequate pressures to meet the existing and future needs of the community, on an equitable, efficient and self-sustaining basis.

POLICIES & OBJECTIVES:

11.29 Source

Maintain and safeguard the Bull Run watershed as the primary water supply source for the community, with water quality preservation taking precedence over all other uses.

11.30 Quality

Maintain the quality of the water supply at its current level, which exceeds all state and federal water quality standards and satisfies the needs of both domestic and industrial consumers.

⁸⁵Amended by Ordinance No. 151360, April 1981

11.31 Alternate Source

Insure a reliable supply of water to the community through the development and maintenance of an alternate source (groundwater) for use during emergencies or periods of extremely high demand.

11.32 Maintenance

Maintain storage and distribution facilities in order to protect water quality, insure a reliable supply, assure adequate flow for all user needs, and minimize water loss.

11.33 Storage

Maintain city storage capacity of at least three times the average daily use of city users. Additional storage capacity contracted by outside-city water users will also be maintained.

11.34 Fire Protection

Install and maintain public fire hydrants with adequate flow to serve the fire protection needs of all city residents and businesses.

11.35 Design and Community Impact

Design water facilities to be compatible with the area in which they are located.

11.36 Outside User Contracts

Secure long-term contracts with outside-city water purveyors in order to improve long-term water supply planning.

11.37 Outside User Benefits

Require water users outside the city that benefit from a new improvement to finance that portion of the improvement constructed for their benefit.

11.38 Outside User Storage

Require water purveyors, with whom the City has a contract, to provide storage of at least three times the average daily use of their community or to compensate the City for the additional cost of maintaining such storage within the City system.

11.39 Equitability

Establish water rates based on the cost of providing water service in an equitable manner.

11.40 Water Pressure

Provide water at standard pressures (40 to 110 lbs. per square inch) to all users whenever possible.

11.41 Energy Conservation

Pursue system improvements, efficiencies in operation and maintenance of facilities to reduce and conserve energy.

PARKS AND RECREATION GOAL & POLICIES

GOAL:

- 11 F Maximize the quality, safety and usability of parklands and facilities through the efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreation opportunities for the citizens of Portland.**

POLICIES & OBJECTIVES:

11.42 Master Development Plans

Maintain master development plans for city parks that address user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies and citizen involvement.

11.43 Maintenance

Provide programmed preventive maintenance to all city park and recreational facilities in a manner which reduces unplanned reactive maintenance and emphasizes the use of scheduled service delivery.

11.44 Capital Programming

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

11.45 Improvements

Base the priorities for improvement and development of parklands on documented needs and the following criteria: low long-term maintenance costs, location in deficient areas, broad community support, location adjacent to schools and other public facilities, support of neighborhood stabilization and community development projects and policies, and consistency with park master development plans.

11.46 New Parkland

Increase the supply of parkland, giving priority to: areas where serious geographical and service level deficiencies exist, land acquisition necessary to complete the "Forty Mile Loop" system, acquisition of lands appropriate for park development which have been declared surplus by other public agencies, and acquisition of environmentally unique areas and natural drainageways.

11.47 Self-Sustaining Special Facilities

Provide financially self-sustaining special facilities for motor sports, golf and indoor tennis.

11.48 Other Special Facilities

Develop and operate special recreational facilities which respond to identified public needs, can be programmed to insure maximum use, and can be financially self-sustaining.

11.49 Aquatics Facilities

Provide aquatics facilities in conjunction with School District #1.

11.50 Recreation Programs

Provide recreation programs and services including cultural, educational, historical, health and physical fitness, and sports (competitive and non-competitive) as required to meet a balanced program which includes the needs of the specially handicapped and the elderly within existing resources.

11.51 Public/Private Opportunities

Support private development and operation of single-use recreation facilities which meet an identified public need and the City's recreational objectives.

PUBLIC SAFETY GOALS & POLICIES

FIRE GOAL & POLICIES

GOAL:

11 G Develop and maintain facilities that adequately respond to the fire protection needs of Portland.

POLICIES & OBJECTIVES:

11.52 Service Level

Provide a uniform level of fire protection throughout the city through a combination of both prevention and suppression activities.

11.53 New Service

As areas are annexed into the city, evaluate the level of fire protection and take action, as funds are available, to insure that these new areas receive the same level of fire protection provided to the rest of the city.

11.54 Mutual response

Continue to participate in mutual response agreements among fire districts and departments as long as the agreement provides equal and reciprocal benefits and enhances the ability of the City to provide uniform levels of fire protection throughout the city.

11.55 Contracts

Contracts for City fire protection services to outside-city businesses, residences, fire departments and districts should be initiated only if negotiations for annexations or mutual response agreements are not successful. Contracts, when established, should be coordinated with the annexation policy of the City and should provide an incentive for annexation.

11.56 Emergency Access

Require streets to be of high structural quality, sufficient width, and keep maintained to insure access of emergency and service equipment.

POLICE GOAL & POLICIES:

GOAL:

11 H Develop and maintain facilities that allow police personnel to respond to public safety needs as quickly and efficiently as possible.

POLICIES & OBJECTIVES:

11.57 Service Level

Meet a three-minute average response time for calls for the protection of life and property, and a five-minute average response time for calls for service. As new areas are annexed into the city, evaluate the level of police protection and take action, as funds become available, to insure that these new areas receive the same level of police protection provided to the rest of the city.

11.58 New Service

As the fringe areas of the city develop sufficiently to generate the necessary general fund tax revenues, provide new personnel and equipment to insure the same level of service provided to the rest of the city.

11.59 Crime Prevention

Reduce citizen fear of and susceptibility to crime through increasing awareness of crime prevention methods and involving the entire community in crime prevention programs.

SCHOOLS GOAL & POLICIES

GOAL:

11 I Enhance the educational opportunities of Portland's citizens by supporting the objectives of Portland School District #1 and adjacent districts through assistance in planning educational facilities.

POLICIES & OBJECTIVES:

11.60 Maximize investments

Support school district facility and program investments in redeveloping neighborhoods through the City's allocation of housing assistance and park improvement investments.

11.61 Safety

Provide traffic improvements, such as sidewalks and bikeways, to promote safe routes to schools where attendance area reorganization requires longer travel distances for students.

11.62 City Schools Policy

Maintain on-going coordination with Portland School District #1 to achieve the goals and policies of the adopted City Schools Policy.

12 URBAN DESIGN ⁸⁶

GOAL:

- 12 Enhance Portland as a livable city, attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations.**

POLICIES & OBJECTIVES:

12.1 Portland's Character

Enhance and extend Portland's attractive identity. Build on design elements, features and themes identified with the City. Recognize and extend the use of City themes that establish a basis of a shared identity reinforcing the individual's sense of participation in a larger community.

Objectives:

- A.** Give form to the City and extend the intimate and human scale that typifies Portland. Preserve public access to light and air by managing and shaping the mass, height and bulk of new development. Retain the variety of alternative routes between locations that is produced by using a small block size. Focus new development at locations where necessary services already exist such as near transit stations and along transit streets. ⁸⁷
- B.** Preserve and enhance the character of Portland's neighborhoods. Encourage the development of attractive and unique characteristics which aid each neighborhood in developing its individual identity.
- C.** Enhance the sense Portlanders have that they are living close to nature. Improve access to the City's rivers, lakes, creeks and sloughs. Establish a system of trails that connect Portland's urbanized areas with nearby woods, forests, meadows, wetlands and riparian areas. Increase the degree to which natural areas and public open spaces penetrate the City. Extend forest and water corridors and join them to provide a network of fish and wildlife habitat areas that mesh with the City's parks, open spaces and circulation system for pedestrians. Design new development to enhance the natural environment that is so much a part of Portland's character.
- D.** Expand the use of street furniture. As new street furniture is needed, incorporate Portland design themes into its design. Examples include the City's ornamental drinking fountains, street lighting standards and other features that are designed specifically for this City. Opportunities for the employment of such motifs include utility hole covers, water meter covers, bus shelters and street signs.

⁸⁶Added by Ordinance No. 166786; Readopted by Ordinance No. 167054

⁸⁷ Amended by Ordinance No. 177028, October 2002

- E.** Integrate into private and public development projects appropriate thematic design elements that reinforce Portland's desired identity. Examples of design themes include "The City of Roses," the spirit of Portlandia, the Great Blue Heron, ornamental street lighting standards, basalt street pavers, bridges and bridge crossings, gateways, fountains and water features, which identify or enhance Portland's character as an attractive and unique place.
- F.** Encourage innovative design solutions in private development projects that add diversity and depth to Portland's character. New development is an opportunity to add to Portland's character giving themes.
- G.** Extend urban linear features such as linear parks, park blocks and transit malls. Celebrate and enhance naturally occurring linear features such as rivers, creeks, sloughs and ridge-lines. Tie public attractions, destinations and open spaces together by locating them in proximity to these linear features. Integrate the growing system of liner features into the City's transportation system, including routes and facilities for pedestrians, bicyclists and boaters.
- H.** Preserve and enhance existing public viewpoints, scenic sites and scenic corridors. As new development occurs, take advantage of opportunities to create new views of Portland's rivers, bridges, the surrounding mountains and hills, and the Central City skyline.
- I.** Encourage the use of materials and a quality of finish work which reinforce the sense of this City as one that is built for beauty and to last. Reflect this desire in both public and private development projects.

12.2 Enhancing Variety

Promote the development of areas of special identity and urban character. Portland is a city built from the aggregation of formerly independent settlements. The City's residential, commercial and industrial areas should have attractive identities that enhance the urbanity of the City.

Objectives:

- A.** Promote the use of strong design features located in distinct areas of the City that help to define the area's character. Developers should consider the character enhancing role of color and light.
- B.** Enhance the residential scale of Portland's neighborhoods while accommodating the growth allowed by the City's Comprehensive Plan. Encourage the development of a distinct and attractive urban identity in each of Portland's neighborhoods. As each new community plan is created, give consideration to how it links to and coordinates with urban design elements of adjacent areas.
- C.** Foster the development of an attractive urban character along Portland's commercial streets and in its commercial districts. Accommodating pedestrians as shoppers and visitors in commercial areas is a major priority of development projects. Commercial areas should allow the development of a mixture of uses, including residential uses. Add new building types to established areas with care and respect for the context that past generations of builders have provided.

12.3 Historic Preservation

Enhance the City's identity through the protection of Portland's significant historic resources. Preserve and reuse historic artifacts as part of Portland's fabric. Encourage development to sensitively incorporate preservation of historic structures and artifacts.

Objectives:

- A.** Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.
- B.** Support the preservation of Portland's historic resources through public information, advocacy and leadership within the community as well as through the use of regulatory tools.
- C.** Maintain a process that creates opportunities for those interested in the preservation of Portland's significant historic resources to participate in the review of development projects that propose to alter or remove historic resources.
- D.** Maintain and periodically update the inventory of Portland's potentially significant historic resources.
- E.** Protect potentially significant historic structures from demolition until the City can determine the significance of the structure and explore alternatives to demolition.
- F.** Preserve artifacts from structures and sites that are historically, architecturally and/or culturally significant and seek to reintroduce these artifacts into the City's streetscape and building interiors.

12.4 Provide for Pedestrians

Portland is experienced most intimately by pedestrians. Recognize that auto, transit and bicycle users are pedestrians at either end of every trip and that Portland's citizens and visitors experience the City as pedestrians. Provide for a pleasant, rich and diverse experience for pedestrians. Ensure that those traveling on foot have comfortable, safe and attractive pathways that connect Portland's neighborhoods, parks, water features, transit facilities, commercial districts, employment centers and attractions.

Objectives:

- A.** Providing for pedestrians should be a primary mode of transportation throughout the City. Ensure that the safety and convenience of pedestrians are not compromised by transportation improvements aimed at motor vehicle traffic. Movement patterns for pedestrians should contribute to Portland's sense of community and provide for connections between areas of the City.
- B.** Enhance the environment occupied by Portland's pedestrians. Seek to enrich these places with designs that express the pleasure and hold the pleasant surprises of urban living.
- C.** Provide Portland's sidewalks with buffering from auto traffic and auto parking areas; provide trees that will shade sidewalks on hot days; provide sidewalks of adequate width to accommodate the pedestrians that future development is expected to generate; provide convenient connections from sidewalks to parks, developments, and attractions; and ensure that the pedestrian circulation system is safe and accessible to children, seniors and the disabled (including the blind).
- D.** Reinforce commercial areas that include a storefront character and/or are on transit streets by requiring development to be oriented to pedestrians-
- E.** Complete the 40-Mile Loop and Willamette Greenway trails and establish links between these trails and Portland's residential neighborhoods and parks.

- F. Link Portland's trails and parks to the system of greenspaces being created for the metropolitan region.
- G. Retain rights for pedestrian access and circulation when considering requests for street vacations. Preserve existing pedestrian routes and protect routes needed by pedestrians in the future. Ensure that street vacations do not reduce access to light and air or the intimate scale that is so much a part of Portland's character.

12.5 Promote the Arts

Humanize the City through promotion of the arts and excellence in design. Encourage the placement of art at locations that are visible to the public. Expand Portland's collection of public art. Punctuate the community with works of art used to emphasize focal points, mark transitional locations, celebrate public buildings and to enhance the City's sidewalks, open spaces, plazas and parks.

Objectives:

- A. Provide a part of the construction cost of public projects for the purchase and installation of art.
- B. Create incentives for the provision of public art as part of private development projects.
- C. Emphasize important places, transitions and gateways within Portland by celebrating them with works of art. Use art to add interest to the experience of the City's citizens and to accent locations such as transit stations, sidewalks, streets, parks and building lobbies that are visited by many people.
- D. Foster the growth of the public art collection within Portland that is part of our legacy to the City's future.

12.6 Preserve Neighborhoods

Preserve and support the qualities of individual neighborhoods that help to make them attractive places. Encourage neighborhoods to express their design values in neighborhood and community planning projects. Seek ways to respect and strengthen neighborhood values in new development projects that implement this Comprehensive Plan.

Objectives:

- A. Encourage new developments to respond to the positive qualities of the place where they are to be built and to enhance that place through their development. Developers should consider the character enhancing role played by the use of color and light.
- B. Respect the fabric of established neighborhoods when undertaking infill development projects.
- C. While accommodating increased density build on the attractive qualities that distinguish the area. Add new building types to established area with care and respect for the context that past generations of builders have provided.

12.7 Design Quality

Enhance Portland's appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. Encourage the design of the built environment to meet standards of excellence while fostering the creativity of architects and designers. Establish design review in areas that are important to Portland's identity, setting, history and to the enhancement of its character.

Objectives:

- A.** Establish design districts and historic design districts for areas of attractive character within the City. Use design zones to enhance the character of the area. Establish guidelines of design acceptability that ensure continuation of each design district's desired character. Design guidelines should make the public's objectives for the design review process clear to those developing property.
- B.** Continue the design review process to ensure public review of public and private development proposals at locations linked with Portland's character, setting, history, identity and image. Consider the details of development projects as well as the impacts of the project as a whole.
- C.** Provide clear guidelines of design acceptability that share the public's concern and objectives for the design review process with developers and designers. Use examples to illustrate a variety of ways to achieve compliance with each design guideline.
- D.** Consider the application of the design review requirement to parts of Portland expected to experience significant change.
- E.** Foster innovative design solutions that meet the guidelines of design acceptability. Use the design review process to encourage the generation of creative and innovative design solutions. Recognize that an innovative design solution may require exceptions to specific design guidelines to accommodate designs of great quality and sensitivity to Portland's character.
- F.** Establish development standards that foster compatible design solutions in areas not subject to design review. Identify and establish standards aimed at improving how development projects fit into the community.
- G.** Create incentives for developers and designers to voluntarily submit their project for design review. Consider allowing adjustments to quantitative development standards as an incentive for voluntarily going through design review.
- H.** Establish specific zoning requirements that further the implementation of the Urban Design Goal and the Goal's associated policies and objectives.

12.8 Community Planning

When community and/or neighborhood plans are developed include consideration of urban design issues as a part of them. Use consideration of urban design issues to help establish, preserve and enhance the identity and character of each community plan's study area.

Objectives:

- A.** Consider as part of the development of community plans the following urban design issues: the need for new design zones; the protection of significant historical resources; the location of major and minor points of transition, gateways and focal points; the protection and enhancement of scenic resources; the location of existing public attractions; good locations for possible new attractions; the locations of trails, walkways, bikeways, and off-street paths; the location of existing open spaces; and the need for new public open spaces.⁸⁸
- B.** Use urban design considerations to guide the evolution of the character of these areas. As each new community plan is created, give consideration to how it links to and coordinates with urban design elements of adjacent areas.
- C.** Explore the potential for linkages between a community plan's urban design elements and other planning strategies that have been or are being created. Include consideration of open space, scenic, cultural and historic resources, and environmental areas.
- D.** Include in new community plans conceptual proposals for future development projects that stimulate the imagination and help identify the community plan's development objectives.
- E.** Use the creation of new design districts-and zoning standards to reduce the likelihood of conflicts between new and existing developments. Address problems that emerge when new infill development is at greater density than existing development.
- F.** Support the development of voluntary, or suggested, design guidelines and distribute them to those considering development projects. Use these guidelines to foster the growth of consistent development patterns that reinforce the desired character of Portland's neighborhoods and the City as a whole.
- G.** Use the community and neighborhood planning processes to help establish, enhance and preserve the area's character and identity and to foster the evaluation and protection of significant historic resources.

⁸⁸ Amended by Ordinance No. 177028, October 2002

APPENDIX A

Amendments to Ordinance No. 150580

Ord. No.	Adoption Date	Summary of Change	Name of Project
151360	April 1981	Amended Policy 11.28, Disposal	NA
152724	January 1982	Amended Policy 10.8, Zoning Upon Plan Adoption	NA
152903	February 1982	Amended Policy 10.8 Zoning Upon Plan Adoption	NA
153326	June 1982	Amended Goal 8, Environment Amended Policy 8.13, Sensitive Natural Areas Added Policy 8.16, Aggregate Resources Added Policy 8.17, Aggregate Mining Impacts Added Policy 8.18, Reclamation of Aggregate Sites	Goal 5 Compliance
154627	June 1983	Added Policy 5.9, Area Character and Identity Added Policy 5.10, Land Use Added Policy 5.11, Transportation Added Policy 5.12, Business Environment	Commercial District Policy Study
155002	August 1983	Amended Policy 1.3, Urban Service Boundary Amended Policy 2.3, Annexation Amended Policy 11.1, Service Responsibility Amended Policy 11.3, Orderly Service Extension	Urban Services Study
155244	October 1983	Added Policy 2.22, Terwilliger Parkway Corridor Plan	Terwilliger Parkway Corridor Study
155569	February 1984	Added Policy 6.10, Transit Station Area Planning	Transit Station Area Planning Program
157664	July 1985	Amended Policy 10.7 by renumbering subparagraph (18) Downtown Manufacturing to (22), adding new (18) Mixed Employment, and adding (21) Industrial Sanctuary	Industrial Zoning Code Improvement Project
157665	July 1985	Added Policy 2.23, Northwest Triangle District	Northwest Triangle Report
158055	December 1985	Added Policy 8.16, Portland International Airport Noise Impact Area, and renumbered 8.16 through 8.18 to 8.17 through 8.19	Noise Zone Update

Ord. No.	Adoption Date	Summary of Change	Name of Project
158110	December 1985	Added Policy 5.13, Locational Opportunities for Industrial Firms Added Policy 5.14, Diversity and Identity in Industrial Areas Added Policy 5.15, Protection of Non-Industrial Lands	Industrial Zoning Code Improvement Project
158421	April 1986	Amended Policy 10.7, Comprehensive Plan Map, by adding a new subparagraph (8), Townhouse Multifamily and renumbering subparagraphs (8) through (22) to (9) through (23)	Zoning Code Improvement Project: Additions of Comparable County Regulations (County Alignment Zones)
159564	April 1987	Added Policy 5.16, Columbia South Shore Amended Policy 10.7, Comprehensive Plan Map, by renumbering subparagraphs (18) through (22)	Columbia South Shore Study
160049	August 1987	Added Policy 8.20, Visual Impacts Added Policy 8.21, Health and Safety	Radio Frequency (RF) Regulatory Review Project
160606	March 1988	Added Policy 2.24, Central City Plan Amended Policy 10.7, Comprehensive Plan Map by amending subparagraph (12) Central Residential, amending subparagraph (17) Central Commercial, renumbering subparagraph (18) Light Manufacturing to (20), adding subparagraph (18) Commercial Employment, renumbering subparagraph (21) Mixed Employment to (19), deleting subparagraphs (19) General Manufacturing and (20) Heavy Manufacturing	Central City Plan

Ord. No.	Adoption Date	Summary of Change	Name of Project
160890	June 1988	Renumbered Policy 8.8, Open Space to 8.9 Added Policy 8.8, Ground Water Protection Renumbered Policy 8.10, Willamette River Greenway to 8.11 Renumbered Policy 8.11 National Flood Insurance Program to 8.12 Renumbered Policy 8.12, Natural Hazards to 8.13 Amended and Renumbered Policy 8.9, Drainageways to 8.10 Deleted Policy 8.13, Sensitive Natural Areas Added Policy 8.14, Natural Resources Added Policy 8.15, Wetlands/Riparian/Water Bodies Protection Added Policy 8.16, Uplands Protection Added Policy 8.17, Wildlife Added Policy 8.18, Natural Resources Management Plans Renumbered Policies 8.14-8.16 (Noise) to 8.19-8.21 Renumbered Policies 8.17-8.19 (Aggregate Resources) to 8.22-8.24 Renumbered Policies 8.20 & 8.21 (RF Emissions) to 8.25 & 8.26 Added definitions to Glossary	Environmental Regulations
161000	June 1988	Amended Goal 5, Economic Development Deleted Policies 5.1 through 5.8 Added Policy 5.1, Business Retention and Recruitment Added Policy 5.2, Economic Environment Added Policy 5.3, Coordination Added Policy 5.4, Social Environment Added Policy 5.5, International Image Added Policy 5.6, Special Opportunities Added Policy 5.7, Marketing and Image Added Policy 5.8, Public/Private Partnership Added Policy 5.9, District Economic Development Added Policy 5.10, Central City Added Policy 5.11, Equalization of Economic Opportunity Added Policy 5.12, Environment, Energy and Transportation Renumbered Policies 5.9-5.16 to 5.13-5.20	Economic Development Policy Update
161335	October 1988	Deleted Policy 10.2, Annual Report Renumbered Policies 10.3-10.13 to 10.2-10.12	Work Reduction and Revenue Enhancement Proposal

Ord. No.	Adoption Date	Summary of Change	Name of Project
161770	April 5, 1989	Added a new Exhibit C, "List of Significant Projects", to the Comprehensive Plan	Public Facilities Plan
162975	April 1990	Replaced Goal 7, Energy and all the policies and objectives	Energy Goal & Policy Update
163530	October 1990	Added Policy 4.9, Vacant and Abandoned Housing and Community Revitalization	Vacant and Abandoned Buildings Task Force Report
163608	November 1990	Amended and Renamed Policy 2.13, Auto-Oriented Commercial Amended Policy 2.21, Buffering Added Policy 4.8, Maintain Housing Potential Amended Policy 8.18, Natural Resources Management Plans Deleted Policy 10.2, Interim Plan Review and Amendment and replaced with Policies 10.5, Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures and with Policy 10.6, Amendments to the Comprehensive Plan Map Deleted Policy 10.3, Comprehensive Plan Map Amendments and replaced with Policy 10.6, Amendments to the Comprehensive Plan Map Renumbered Policy 10.4, Long Range Planning Framework to 10.2 Deleted Policy 10.5, Public Facilities Amended and Renumbered Policy 10.6, Comprehensive Plan Map to 10.3 Deleted Policy 10.7, Zoning Upon Plan Adoption and replaced with Policy 10.4, Corresponding Zones and Less Intense Zones Deleted Policy 10.8, Revised Zoning Code and replaced with Policy 10.4, Corresponding Zones and Less Intense Zones, and with Policy 10.7, Zone Changes Renumbered Policy 10.9, Design Review to 10.12 Amended Policy 10.10, Enforcement Deleted Policy 10.12, Sign Review Added Policy 10.8, Land Use Approval Criteria and Decisions Added Policy 10.9, Amendments to Zoning and Subdivision Regulations	Zoning Code Rewrite Project
163770	January 1991	Deleted Policy 2.5, Natural Resource Area Added Policy 2.5, Future Urban Areas Deleted Policy 8.11, Willamette River Greenway Added Policy 8.11, Special Areas	Balch Creek Watershed Protection Plan

Ord. No.	Adoption Date	Summary of Change	Name of Project
163957	March 1991	Amended Policy 8.14, Natural Resources by amending Objective A. Acquisition Program for Significant Resources, and Objective C. Impact Avoidance, and by adding Objective F. Pruning to Maintain and Enhance Views, Objective G. Improving Turnouts along Scenic Routes and at Viewpoints, Objective H. Bike and Pedestrian Routes, Objective I. Consideration of Scenic Resources in Street Vacations, Objective J. Consideration of Scenic Resources in Planning Process, and Objective K. Enhancing View Corridors. Added Policy 10.13, Columbia River	Scenic Resources Protection Plan
164244	July 1991	Amended Policy 8.21, Portland International Airport Noise Impact Area by amending Objective A.	Noise Zone Update
164472	July 1991	Amended Policy 8.11, Special Areas by adding a new policy area.	Johnson Creek Basin Protection Plan
164517	July 1991	Amended Policy 8.11, Special areas by adding a new policy area. Amended part of Policy 8.18, by deleting last sentence. Amended Policy 10.3, Comprehensive Plan Map, 2-7	Northwest Hills Natural Areas Protection Plan
165002	January 1992	Amended Policy 8.11, Special Areas by adding a new policy area	Southwest Hills Resource Protection Plan
165851	October 1992	Amended and replaced Goal 6, Transportation	Transportation Element, COP Comprehensive Plan, Incorporating the ASCP (Arterial Streets Classification Policy), Office of Transportation
166786 and 167054	July 28, 1993, & Sept. 30, 1994	Amended Goal 2 by adding a new Policy 2.25 reflecting the adoption of the Albina Community Plan. Amended Goal 3 by adding a new Policy 3.8 with Objectives A through K reflecting the adoption of 11 neighborhood plans developed with the Albina Community Plan. Adopted a new Goal 12, Urban Design with 8 policies and associated objectives. Readopted subsequent to an appeal to LUBA. City prevailed in all appeals.	Albina Community Plan
166834	August 4, 1993	Amended Objective C of Policy 5.20 to establish timeline for the Columbia South Shore Cultural Resources Protection Plan.	Columbia South Shore Development Standards

Ord. No.	Adoption Date	Summary of Change	Name of Project
167293	January 19, 1994	Amended Policy 8.10, adding a new Policy B concerning water quality and quantity and redesignating the City wildlife objective as Objective C; Amended Policy 8.11, adding an objective C, reflecting the adoption of the Fanno Creek Tributaries Conservation Plan	Fanno Creek Tributaries Conservation Plan
167650	May 11, 1994	Amended Policy 10.1, added a new Policy 10.2 and renumbered other policies in Goal 10 to reflect the addition of the new 10.2. These changes establish the Community Planning Program as the City's process for updating the Comprehensive Plan Map.	Community and Neighborhood Planning Program
167767	June 9, 1994	Amended Brooklyn Neighborhood Plan	City Life Project (LCP)
168142	Sept. 21, 1994	Amended and replaced Goal 5, Economic Development, and associated policies.	Economic Development Policy Project (see also "Prosperous Portland" with PDC)
168280	Nov. 9, 1994	Adopted Richmond Neighborhood Plan, amended Vision Statement and Policy 3.6.	Richmond Neighborhood Plan
168698	April 12, 1995	Amended Policy 8.15 by adding an Objective D; reflecting protection of Balch Creek cutthroat trout.	Environmental Zone Streamline Project
168702	April 12, 1995	Amended Central City Plan, repealed Policy 2.23, Northwest Triangle District and Objectives, added University District and River District.	University District and River District Plans
169488	Nov. 15, 1995	Adopted Woodstock Neighborhood Plan, amended Vision Statement and Policy 3.6.	Woodstock Neighborhood Plan
169535	December 6, 1995	Added new Policy 6.26, Central City Transportation Management Plan; amended Policies 8.1 through 8.4 to reflect current attainment of air quality standards, the replacement of the Downtown Parking and Circulation Policy with the CCTMP, and to include promotion of several alternative modes.	Central City Transportation Management Plan (CCTMP)
169763	Jan. 31, 1996	Adopted Outer Southeast Community Plan, added Policies 2.26 and 3.9; repealed Hazelwood Community Plan, Powellhurst Community Plan, and Centennial Community Plan under 3.6.	Outer Southeast Community Plan
169953	April 3, 1996	Amended Policy 5.10.	Cultural Resources Protection Plan for Columbia South Shore
168698	April 17, 1996	Added Objective D to Policy 8.15.	Environmental Zone Streamline Project
170136	May 8, 1996	Update of Transportation Element amended multiple policies, objectives	Update of Transportation Element

Ord. No.	Adoption Date	Summary of Change	Name of Project
170347	June 1996	Adopted Downtown Community Association Residential Plan and amended Policy 3.6 by adding Policy C.	Downtown Community Association Residential Plan
171238	June 4, 1997	Adopted Bridgeton Neighborhood Plan and amended Policy 3.6	Bridgeton Neighborhood Plan
171699	October 22, 1997	Adopted Hillsdale Town Center Plan and amended Policy 3.6	Hillsdale Town Center Plan
171849	December 10, 1997	Adopted Sellwood-Moreland Neighborhood Plan and amended Policy 3.6 by adding Objective B.	Sellwood-Moreland Neighborhood Plan
172954	January 15, 1999	Replaced Goal 4, Housing and all the policies and objectives	Comprehensive Plan Housing Policy
173131	February 24, 1999	Amended Transportation Element, designating District Collector, Neighborhood Collectors, and Local Streets	Cascade Station/Portland International Center Plan District
174325	April 5, 2000	Adopted Hollywood and Sandy Plan (Volume 1 and 2); amended Vision Statement, incorporating vision for Sandy Boulevard, Broadway and Hollywood and incorporating policies 1-7 and associated objectives; amended Policy 3.6 (Neighborhood Plan) to add Hollywood and Sandy Plan to the list of neighborhood plans.	Hollywood and Sandy Plan
174667	July 13, 2000	Adopted Southwest Community Plan Vision, Policies and Objectives; amended Vision Statement, incorporating Southwest Community Plan: Vision, Policies and Objectives.	Southwest Community Plan
175210	December 27, 2000	Adopted Kenton Downtown Plan; amended Vision Statement, incorporating amended vision for Kenton Neighborhood Plan; amended Kenton Neighborhood Plan policies 2, 3, 5, 6 and 8 and objectives associated with each policy.	Kenton Downtown Plan
176092	November 21, 2001	Adopted Guild's Lake Industrial Sanctuary Plan; amended Vision Statement, incorporating Vision, Policies and Objectives of the Guild's Lake Industrial Sanctuary Plan; added new Policy 5.11.	Guild's Lake Industrial Sanctuary Plan
176193	January 10, 2002	Adopted West End Policy; amended Comprehensive Plan Policy 2.25, incorporating West End Policy into Central City Plan; added Policy 22, West End, to Central City Plan.	West End Policy

Ord. No.	Adoption Date	Summary of Change	Name of Project
176614	June 26, 2002	Adopted Portsmouth Neighborhood Plan; amended Vision Statement, incorporating Portsmouth Neighborhood Plan vision statement; amended Policy 3.6, incorporating Portsmouth Neighborhood Plan policies and objectives.	Portsmouth Neighborhood Plan
176742 and 177739	July 10, 2002 and July 30, 2003	Adopted Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan; amended Vision Statement, incorporating vision for Marquam Hill; added new Policy 5.11, Science and Technology quarter and its associated objectives and Marquam Hill Plan policies 1-5 and associated objectives; repealed 1977 Marquam Hill Policy Plan; amended Policy 3.6 (Neighborhood Plan) to replace Marquam Hill Policy Plan (1977) with Marquam Hill Plan (2003). The new 5.11 required renumbering of Guild's Lake Industrial Sanctuary Plan to 5.12.	Marquam Hill Plan
177028	October 30, 2002	Adopted Transportation System Plan; incorporating Goals, Policies, Objectives, Maps, and Glossary of Terms as shown in Chapter 2 of TSP; repealed Transportation Element of the Comprehensive Plan; adopted new Goal 6, Transportation, new Goal 11B, Public Rights-of-Way Goals & Policies; and revised Goals 2, 5, and 12, and Appendix B Glossary.	Transportation System Plan
177082	November 13, 2002	Adopted South Waterfront Plan, incorporating South Waterfront Plan policies and objectives; amended Goal 2.25, Central City Plan, incorporating South Waterfront Plan Vision as part of Central City Plan Vision and changes to Policy 21, North Macadam; amended Goal 8.11.H, Special Areas, Willamette River Greenway.	South Waterfront Plan (pka North Macadam Plan)
177920	September 24, 2003	Adopted Northwest District Plan; amended Vision Statement, incorporating Vision, Policies, Objectives and Master Street Plan; added new Policy 3.10; repealed 1977 Northwest District Policy Plan; added land use objective 11 to Guild's Lake Industrial Sanctuary Plan; amended Policy 15, Central City Plan.	Northwest District Plan

APPENDIX B

GLOSSARY⁸⁹

Amenity Package:

A set of additional requirements designed to significantly improve the livability of a project which, if included in a project, allows a bonus density increase.

Annexation:

The process by which a municipality or other governing authority absorbs surrounding land and brings it under its jurisdiction.

Auto-oriented Land Uses:

Functional activities of two types: 1) those which are auto-related (such as gas stations and auto repair shops); and 2) those which by their design attract primarily customers and employees arriving by automobile (such as drive-in restaurants).

Baker v. City of Milwaukie:

A landmark zoning decision in Oregon which found that the comprehensive plan, whether adopted by ordinance or resolution, is the controlling document regulating land uses and that the zoning ordinance must be consistent with the principles and specifications established therein.

Building Codes:

Legislative regulations that prescribe the materials, requirements and methods to be used in the construction, rehabilitation, maintenance and repair of buildings. Several national building codes have been established for adoption by individual states. Oregon has adopted the Uniform Building Code (UBC), developed by the International Conference of Building Officials.

Bureau of Planning:

The professional staff responsible for providing the Portland Planning Commission with the research and information necessary for the Commission's recommendations to the Portland City Council.

Capital Improvements Program (CIP):

A five-year program to identify improvement projects which may result in a major expenditure of public funds for such facilities as sewers, streets and parks.

Center:

A medium- to high-density concentration of apartment and/or commercial land uses.

Central Business District (CBD):

The business code of a city which contains the major concentration of retail, office and service functions.

Citizen Involvement:

A term used to describe citizen participation. LCDC Goal 1 requires that citizens be involved in all phases of the comprehensive planning process.

⁸⁹ Amended by Ordinance No. 177028, October 2002

Columbia Region Association of Governments (CRAG):

The regional planning agency whose functions were merged into the reorganized Metropolitan Service District (Metro).

Committee for Citizen Involvement (CCI):

An advisory board of citizens responsible for designing and evaluating citizen involvement opportunities in the comprehensive planning process.

Community Development:

Activities and programs designed to strengthen the physical, social and economic conditions of an area with a view toward making it a more healthful, prosperous and gratifying place to live. The City of Portland receives federal funds for community development through the Housing and Community Development Act of 1974.

Conditional Use:

A use only permitted when certain conditions governing the development are established. Schools, churches and hospitals are common conditional uses in residential zones.

Corridor:

A three- to five-block wide area running along the length of a major transit street which is designated for medium density apartment and commercial land uses.

Cumulative Zoning:

A system for zoning that begins with a low-intensity land use, such as a large-lot, single-family detached home and permits more intensive uses with each step up the ladder. At each step of the ladder not only are the uses for that step allowed but so are the uses for the steps below. The most intense zone, at the top of the ladder, would permit all uses below. Portland's Zoning Code is generally cumulative, some exceptions are found in the most intense zones.

Density:

The average number of persons, households or dwellings per acre of land.

Downzoning:

A change from the current zoning classification of land to reduce the intensity or density of development permitted. The opposite is upzoning.

Drainageway :⁹⁰

An open linear depression, whether manmade or natural, for the collection and drainage of surface water. It may be permanently or temporarily inundated.

Ecologically and Scientifically Significant Natural Areas: ⁹¹

Land and water that has substantially retained its natural character but is not necessarily completely natural or undisturbed, which is significant for historical, scientific, paleontological or natural features.

Effluent:

Discharged sewage.

90 Added by Ordinance No. 160890, June 1988

91 Added by Ordinance No. 160890, June 1988

Fasano v. Washington County Board of Commissioners:

A landmark zoning decision in Oregon which found that:

- 1) small scale zoning decisions affecting only a limited number of individuals must be recognized as quasijudicial rather than legislative in nature;
- 2) such changes shall be granted only where (a) the change would be in conformance with the comprehensive plan; (b) there is a public need for the change; (c) the public need is best met by the proposed change; and (d) the change conforms to the general welfare standards in the enabling legislation;
- 3) the party seeking the change must bear a graduated burden of proof; and
- 4) stricter procedures must be followed in such quasijudicial hearings than are used in legislative hearings, according to guidelines established by the court.

Fish and Wildlife Habitat Areas: ⁹²

Lands which contain significant food, water, or cover for native terrestrial and aquatic species of animals. Lands included are forests, open fields, riparian areas, wetlands and water bodies.

Floodplain:

Areas which are dry in some seasons but inundated when heavy rain, snow melt, tide, increased rate of surface runoff or other conditions cause streams or rivers to overflow their normal channels. A 100-year floodplain is an area that would be submerged by a flood likely to occur once every 100 years. Federal Insurance Administration has declared that 100-year floodplain areas require special controls. Standards for development in 100-year floodplains, which are specified in the federal Flood Hazard Insurance Act, must be met for a jurisdiction to qualify for federal flood insurance assistance.

Floodway: ⁹³

The channel of a river or other watercourse and the adjacent land area that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. The actual floodway boundaries are computer-activated and approximate. These boundaries are depicted on the Floodway Map. Boundaries for other water courses may be subject to identification by the Sewage System Administrator. The width of the floodway for unidentified water courses should not be less than 15 feet.

Flood Desynchronization: ⁹⁴

Modification of the timing of stormwater runoff from various parts of a watershed through water retention, detention or other means which will result in a decrease in flood elevations.

Floor Area Ration (FAR):

A method for determining the maximum gross floor area permitted for all buildings or building on a given site through the use of an assigned ratio. For example, given a ration of 6:1 on a downtown city block of 40,000 square feet, the maximum floor area permitted would be 240,000 square feet. This might translate into a 30-story apartment building with each floor containing 8,000 square feet.

92 Added by Ordinance No. 160890, June 1988

93 Added by Ordinance No. 160890, June 1988

94 Added by Ordinance No. 160890, June 1988

Groundwater Sensitive Areas: ⁹⁵

Areas from which groundwater is replenished and the flow enables contaminants to be carried into aquifers (aquifer recharge areas), or areas of an aquifer in which the groundwater level and flow characteristics are influenced by the withdrawal of groundwater (areas of influence).

Hazardous Substances: ⁹⁶

Substances which could threaten human health, as are described in City Code ?33.455.125, Use of Hazardous Materials and in the Resource Conservation and Recovery Act of 1976 (Federal Register 40 CFR 261.33) and the Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended (Federal Register 40 CFR Part 302, Table 302.4).

Historic District:

An area containing a number of lots, blocks and buildings that has special historical, architectural or cultural significance as part of the heritage of the city. In Portland, these districts are identified by the Historical Landmarks Commission.

Impervious Surface:

Solid surfaces, such as streets, parking lots and roofs, which prevent the absorption of rain into the soil, thereby increasing the amount of stormwater runoff.

Incubator Industry:

A recently-formed small industrial business which is not yet well established.

Infill:

Infill development is the construction on scattered vacant lots in developed neighborhoods as opposed to building on large parcels of vacant land in relatively undeveloped areas.

Infrastructure:

The utilities and basic services, such as roads and sewers, essential for the development, operation and growth of a city.

Intensity:

The type or level of such things as traffic, pedestrian activity, number and height of structures or noise generated by a land use. The more activity, the greater the intensity of use.

Interceptor:

Large sewer pipes that divert the flow of sewage from entering a river or creek and carry it to a treatment facility.

Labor-intensive:

A business or industry employing a high number of people per acre.

95 Added by Ordinance No. 160890, June 1988

96 Added by Ordinance No. 160890, June 1988

Land Conservation and Development Commission (LCDC):

A state agency empowered by Oregon State legislation to establish and enforce state-wide planning goals and guidelines and coordinate land use planning for the state of Oregon. LCDC has established goals in 19 substantive areas which are binding on local governments throughout the state. Each goal is accompanied by a set of guidelines listing the suggested directions which would aid local governments in achieving the goals.

Land Use:

The way in which land is used. Land use is generally described in terms of such things as the size of the lot, the size and location of the structure on the lot and the activities that take place within the structure. Activities not directly associated with land, such as housing construction, population growth, traffic flow and job development are influenced by the way land is used.

Manufactured Housing:

Housing, such as mobile homes, that is shipped to the site either as a completed unit or as a number of complete sections or rooms which can be joined on-site with a minimum of effort.

Metropolitan Service District (Metro):

A directly-elected regional government, the first of its kind in the nation, responsible for metropolitan aspects of land use planning and other regional services.

Mitigate: ⁹⁷

To rectify, repair or compensate for impacts which result from other actions.

Nonconforming Use:

A building or use that is inconsistent with the zoning regulations. If erected before the enactment of the regulations, it may continue its use, but a new nonconforming or different nonconforming use may not be substituted. Most zoning ordinances prohibit the enlargement of a nonconforming use. Many ordinances permit the rebuilding of the nonconforming premises when destroyed by fire. Once the use is abandoned, however, the right to its restoration is lost and the future use of the premises must conform to the zoning.

Office of Neighborhood Associations:

A City of Portland bureau which provides assistance in developing organizations and information exchange within the city network of neighborhood associations.

Overlay Zones:

Overlay zones a special "supplementary" restrictions on the use of land beyond the requirements in the underlying zone. A parcel of land may have more than one overlay zone.

Plat:

A map or chart of a city, town section or subdivision, indicating the location and boundaries of individual properties.

Portland City Council:

The City Council is composed of the Mayor and four Commissioners. This body is responsible for adopting Portland's Comprehensive Plan after a series of public hearings.

⁹⁷ Added by Ordinance No. 160890, June 1988

Portland City Planning Commission:

The Planning Commission is composed of nine citizen members appointed by the Mayor and approved by City Council. The Commission's role is advisory to the City Council.

Portland Metropolitan Region:

The urban portions of Multnomah, Clackamas, Washington and Clark counties.

Principal Use:

The main purpose for which land or a building is designated or occupied.

Purveyor:

A city or district responsible for the supply of a product or service. In this document, a city or district engaged in supplying water.

Resource Enhancement: ⁹⁸

Modification of a natural resource or resources to improve the quality or quantity of the resource and resource values. It can include actions that result in increased animal and plant species, increased numbers of types of natural habitat and/or increased amount of area devoted to natural habitat. It may also include improvements in scenic views and sites, increased capacity for stormwater detention or other improvements to resource values.

Riparian Areas: ⁹⁹

Lands which are adjacent to rivers, streams, lakes, ponds and other water bodies. They are transitional between aquatic and upland zones, and as such, contain elements of both aquatic and terrestrial ecosystems. They have high water tables because of their close proximity to aquatic systems, soils which are usually largely of water-carried sediments and some vegetation that requires free (unbound) water or conditions that are more moist than normal.

Rowhouses:

Single-family houses built on narrow lots and without side yards. These houses are built to the property line without any space between them and so when seen, can give the impression of a row of houses.

Short Tons:

An amount equal to 2,000 pounds. The term's use in this document refers to the volume of air pollutants.

Sound Transmission Classification (STC):

A measure that is equal to the number of decibels (dB) a sound is reduced as it passes through material. Decibels are a statistical measure of sound or vibrations in the air.

Standard Metropolitan Statistical Area (SMSA):

A U.S. Census Bureau term describing a geographic area consisting of one or more cities of 50,000 population or more and the contiguous counties which are economically and socially integrated with the county containing the central city. Portland is the central city for the SMSA consisting of Multnomah, Washington and Clackamas counties in Oregon and Clark County in Washington.

⁹⁸ Added by Ordinance No. 160890, June 1988

⁹⁹ Added by Ordinance No. 160890, June 1988

Stormwater Runoff:

The water which is not absorbed into the ground during and after a storm which then flows over the land.

Subdivision:

The process of dividing a given area of land into sites, blocks or lots with streets or roads and open spaces; also, an area so divided.

Transit-oriented Land Uses:

Activities which by their design attract, or have the potential to attract, a significant proportion of customers and employees by means of transit, bicycle or pedestrian modes. Such land uses have a lower demand for parking than auto-oriented land uses.

Uniform Building Code:

See: **Building Codes**

Uplands: 100

Lands not characterized by the presence of riparian areas, water bodies or wetlands.

Upzoning:

A change from the current zoning classification of land to increase the intensity or density of development permitted. The opposite is downzoning.

Urban Growth Boundary:

A line which delineates the future development of the urban area. Within the boundary, all the facilities and services necessary for urban development will be provided; outside the boundary, service extensions will be restricted and development restricted in intensity. The LCDC goal on urbanization requires that all incorporated cities in Oregon establish such urban growth boundaries.

Water Bodies: 101

Permanently or temporarily flooded lands which may lie below the deepwater boundary of wetlands. Water depth is such that water, and not the air, is the principal medium in which prevalent organisms live, whether or not they are attached to the bottom. The bottom may sometimes be considered nonsoil or the water may be too deep or otherwise unable to support emergent vegetation. Water bodies include rivers, streams, creeks, sloughs, drainageways, lakes and ponds.

Wetland: 102

An area that is inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands include swamps, marshes, bogs and similar areas.

100 Added by Ordinance No. 160890, June 1988

101 Added by Ordinance No. 160890, June 1988

102 Added by Ordinance No. 160890, June 1988

Variance and Adjustment:

The granting of relief from the terms or conditions of a building or zoning law by a public agency vested with the power to authorize it. The granters of a variance usually require a showing that the controlling zoning regulations inflict a special hardship on the owner of the property in question. An example is where conformance to depth or width standards applied to an odd-shaped lot would prevent the owner from placing a home on his or her property unless the variance were granted. Portland's new zoning code (adopted in 1990 and effective on January 1, 1991) eliminated variances. Exceptions to development standards are allowed through an adjustment process. Adjustments differ from variances in that they may be granted when the proposed development meets the purpose of the provision to which an adjustment is requested. A showing of hardship is not required for an adjustment.

Zoning:

In general, the demarcation of a city by ordinance into zones and the establishment of regulations to govern the use of the land and the location, bulk, height, shape, use and coverage of structures within each zone.

APPENDIX C
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