

EXHIBIT A

Further Findings of Fact – Comprehensive Plan Ordinance

Glossary of Terms and Acronyms

Unless the context clearly dictates otherwise, the following terms have the following meanings in these findings of fact:

“BLI” means buildable lands inventory. This inventory consists of 51 maps adopted by Ordinance No. 185657 (October 3, 2012), with several maps updated and supplemented by a companion ordinance adopted the same date as this ordinance. The resulting 54 summary maps are accompanied by estimates of how many new housing units and how many new jobs can be accommodated on these lands given the land use designations on the existing Comprehensive Plan Map and the 2035 Comprehensive Plan Map.

“BPS” means the director of the Bureau of Planning and Sustainability, or City officials acting under the director’s instruction.

“CIC” means the Community Involvement Committee as appointed by the mayor and confirmed in their appointments by the City Council

“City” means, depending on context, either the City of Portland, Oregon as a place, or officials acting under direction of the City Council.

“City Council” means the elected mayor and commissioners acting as the governing body of the City.

“DLCD” means the Director of the Oregon Department of Land Conservation and Development, or state officials acting under the director’s instruction.

“EOA” means the *Economic Opportunity Analysis* adopted by the City Council with a companion ordinance adopted the same date as this ordinance.

“Goal” means a Statewide Planning Goal adopted by the LCDC.

“HNA” means the *Housing Needs Analysis* adopted by Ordinance No. 185657 (October 3, 2012)

“LCDC” means the Oregon Land Conservation and Development Commission.

“Metro” means the Metro Council, the elected governing body of the Metropolitan Service District, a service district formed pursuant to ORS Chapter 268. All urban and urbanizable land with the City of Portland are within the service district boundaries.

“NRI” means the natural resource inventory and maps adopted by Ordinance No. 185657 (October 3, 2012). These depict the locations of various natural resources, describe their quantity and quality, and determine their significance.

“OHP” means the *Oregon Highway Plan* adopted by Oregon Transportation Commission.

“PSC” means the members of the City’s Planning and Sustainability Commission who are appointed by the Mayor and confirmed by the City Council.

“RTP” means the *Regional Transportation Plan* adopted by Metro.

“Rule” means an administrative rule adopted by the LCDC.

“TPR” means a particular rule, the *Transportation Planning Rule*, adopted by LCDC.

“UGMFP” means the *Urban Growth Management Functional Plan* adopted by Metro.

Expanded Summary of Periodic Review Progress to Date

Portland's *Comprehensive Plan* is being updated within the structure of state-mandated process called "periodic review."

The City undertook a self-evaluation and determined updates were warranted for all three parts of the *Comprehensive Plan*, the policies, the map and the list of significant projects. The City Council adopted Resolution No. 36626 on August 6, 2008 which forwarded a proposed periodic review work program to the DLCD. The department approved the City's work program with minor modifications on September 30, 2009.

Portland's work program is organized into the following five tasks.

- Task I, Community Involvement
- Task II, Inventory and Analysis
- Task III, Consideration of Alternatives
- Task IV, Policy Choices
- Task V, Implementation

Task I of Periodic Review Obligations

Task I required appointment of a dedicated CIC for periodic review. Members were nominated by the Mayor and confirmed by the City Council (Task I, Subtask A). The appointment of the CIC was approved by DLCD Order No. 001792 on August 5, 2010. City Council Ordinance No. 184047 adopted a Community Involvement Program (Task I, subtask B) that was approved by DLCD Order 001798 on January 5, 2011. Under Task I the CIC has a continuing obligation to help, "ensure, meaningful, timely, and sufficient community participation in all phases on plan update." The CIC is charged with submitting a report to the City Council as each periodic review task is proposed for adoption.

The CIC was established as a temporary committee charged with ensuring citizen participation during periodic review. The CIC has completed its obligation by completing reports covering each of the periodic review tasks (Task I, Subtask C) and by recommending beneficial changes to the *Comprehensive Plan* and Title 33 of the City Code (Task I, Subtask D). The City Council accepted a CIC report for periodic review Tasks III and IV with companion ordinance adopted the same day as this ordinance.

Immediately after the effective date of the new 2035 *Comprehensive Plan* and its implementing measures a new CIC will be established as a permanent standing committee with oversight for the community involvement components of all programs of the BPS. The PSC should retain oversight of all other of the program components of the Bureau of Planning and Sustainability (BPS).

Task II of Periodic Review Obligations

Task II of the City's periodic review work program required the City to adopt "at least the following" work products by ordinance and submit them to LCDC:

- Inventory Map of Buildable Residential Lands
- Inventory Map of Buildable Employment Lands
- Inventory Map of Significant Natural Resources
- Inventory Map of Hazards
- Housing Needs Analysis
- Economic Opportunities Analysis
- Estimate of Remaining Housing Capacity
- Estimate of Remaining Employment Capacity

The City Council fulfilled all of these Task II obligations on October 3, 2012, by adopting Ordinance No. 185657 that adopted the following reports and maps as official supporting documents for the *Comprehensive Plan*:

Economic Opportunity Analysis (EOA) in four documents:

Economic Opportunities Analysis Section 1: Trends, Opportunities and Market Factors – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Section 1, Appendix C, Harbor Lands Report – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Section 2/3: Supply and Demand – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Section 4: Alternative Choices – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Housing Needs Analysis (HNA) in five documents:

Housing and Transportation Cost Study – version as recommended by the PSC in December 2010

Updates on Key Housing Supply and Affordability Trends – version as recommended by the PSC on July 12, 2011

Housing Supply – version as recommended by the PSC on July 12, 2011

Housing Affordability – version as recommended by the PSC on July 12, 2011

Housing Demand and Supply Projections – version as recommended by the PSC on July 12, 2011

Infrastructure Condition and Capacity Analysis in one document:

Infrastructure Condition and Capacity – version as recommended by the PSC on July 10, 2012

Natural Resource Inventory (NRI) Report in two documents:

Natural Resource Inventory – version as recommended by the PSC on July 10, 2012

Natural Resource Inventory Update– version as recommended by the PSC on July 10, 2012

Buildable Lands Inventory (BLI) Report in four documents:

Buildable Lands Inventory Report – Summary of Future Development Capacity – as recommended by the PSC on June 12, 2012 as amended by Council

Buildable Lands Inventory Report, Appendix A, City of Portland Development Capacity Analysis, Development Capacity GIS model, – updated version as recommended by the PSC on June 12, 2012

Buildable Lands Inventory Report, Appendix B, Central City Development Capacity Study, – updated version as recommended by the PSC on June 12, 2012

Buildable Lands Inventory Report, Appendix C, Constraint Maps and Model Assumptions, – updated version as recommended by the PSC on June 12, 2012

BLI Maps

Fifty-one (51) maps divided into the categories of “Constraints,” “Hazards,” “Natural Resources” and “Infrastructure” – versions as recommended by the PSC on July 10, 2012.

After the City submitted Task II for state approval, but before the LCDC made a final decision, there were two significant changes in circumstances. The Port of Portland withdrew its application to annex West Hayden Island to the City of Portland, a portion of which the Port proposed to develop with a new marine industrial terminal. The Port’s action prompted the City to reevaluate both the harbor-related industrial land need and supply described in the EOA. Additionally, Metro subsequently adopted an employment forecast and jobs allocation lower than the draft Metro allocation and forecast the City relied upon to prepare its original EOA. This final forecast allocated to Portland the responsibility for creating approximately 123,000 new housing units and 142,000 new jobs¹.

¹ Metro Council Ordinance No. 12-1292A, November 29, 2012. These totals include Portland’s growth allocation, and the allocation to the unincorporated portions of Multnomah, Washington, and Clackamas Counties that are

City Task II Work Withdrawn from Consideration

Because of these changes in circumstances, the City withdrew the following documents from state consideration:

Economic Opportunities Analysis Section 1: Trends, Opportunities and Market Factors – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Section 1, Appendix C, Harbor Lands Report – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Section 2/3: Supply and Demand – updated version as recommended by the PSC on June 12, 2012 as amended by Council

Economic Opportunities Analysis Section 4: Alternative Choices – updated version as recommended by the PSC on June 12, 2012 as amended by Council

City Work Acknowledged as Meeting Task II

The LCDC approved all of the City’s Task II submittal, except for the five withdrawn documents, on May 23, 2014 by Order 001850. The approved maps, reports, and documents, through operation of OAR 660-025-0160(8), became acknowledged supporting documents for Portland’s *2035 Comprehensive Plan*. LCDC Order 001850 also transferred the EOA requirement from Periodic Review Work Program, Task II, Subtask D, to Task III, Subtask D, and required the City to recognize the forecast and allocation adopted by the Metro Council on November 29, 2012.

Compliance Status Summary of Portland’s Periodic Review Work Program

- | | |
|--------------------|---|
| Task I, Subtask A: | Community Involvement Committee, approved by LCDC Order 001792 on August 5, 2010 |
| Task I, Subtask B | Community Involvement Program, approved by LCDC Order 001789 on January 5, 2011 |
| Task II, Subtask A | Characterization of Existing Land Supply, approved by LCDC Order 001850 on May 23, 2014 |
| Task II, Subtask B | Estimate of Remaining Housing Potential, approved by LCDC Order 001850 on May 23, 2014 |

within Portland’s Urban Services Boundary (the planning area for the *2035 Comprehensive Plan*). The forecast was rounded up to the nearest thousand to facilitate clearer communication and analysis.

- Task II, Subtask C Coordination of Housing Forecast with Metro, approved by LCDC Order 001850 on May 23, 2014
- Task II, Subtask E Identification of Housing Needs, approved by LCDC Order 001850 on May 23, 2014

Periodic Review Products Adopted with a Companion Ordinance Adopted the Same Day as this Ordinance

- Task I, Subtask C: *Community Involvement Report*, evaluating the involvement leading up to the adoption of periodic review products (Tasks III and IV).
- Task II, Subtask A Revised BLI supporting documents (maps).
- Task II, Subtask D Revised Residential BLI Summary Map and Revised Estimate of Remaining Housing Potential.
- Task III, Subtask A Evaluation Criteria for Alternatives Analysis.
- Task III, Subtask B Thematic Alternatives Analysis.
- Task III, Subtask C Detailed Alternatives Analysis.
- Task III, Subtask D Revised *EOA*, Revised Employment BLI Summary Map, and Revised Estimate of Remaining Employment potential.
- Task IV, Subtask D. Part 1. *Citywide Systems Plan* (except for transportation).

Periodic Review Products Adopted by This Ordinance

This Ordinance adopts the following periodic review products.

- Task IV, Subtask A *2035 Comprehensive Plan Map* – Exhibit C.
- Task IV, Subtask B Goals and policies comprising the economic element of the *2035 Comprehensive Plan* – Exhibit B, Chapter 6.
- Task IV, Subtask C Goals and policies comprising the housing element of *the 2035 Comprehensive Plan* – Exhibit B, Chapter 5.
- Task IV, Subtask D. Parts 2-5 List of water, sewer and drainage projects necessary to support the *2035 Comprehensive Plan* –Exhibit B, Chapter 8, and *List of Significant Projects*.

Policy addressing Portland International Airport expansion – Exhibit B, Chapter 9.

Policy addressing Portland Heliport – Exhibit B, Chapter 9.

Coordination with school facilities plans – Exhibit B, Chapter 8 and 10.

Task IV, Subtask E
Parts 1-3, Goals and policies of the *Transportation System Plan* – Exhibit B, Chapters 3, 8 and 9.

Modal preferences or mode split targets, level of service standards, including possible alternatives – Exhibit B, Chapter 9.

List of transportation projects necessary to support the 2035 *Comprehensive Plan* and conform *City Transportation System Plan* to the *Regional Transportation System Plan* – Exhibits D and E.

Findings of Fact

Statewide Planning Goals that Apply to Portland

The Statewide Planning Goals that apply to Portland are:

- Goal 1, Citizen Involvement
- Goal 2, Land Use Planning
- Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6, Air, Water and Land Resource Quality
- Goal 7, Areas Subject to Natural Hazards
- Goal 8, Recreational Needs
- Goal 9, Economic Development
- Goal 10, Housing
- Goal 11, Public Facilities and Services
- Goal 12, Transportation
- Goal 13, Energy Conservation
- Goal 14, Urbanization
- Goal 15, Willamette River Greenway

Statewide Planning Goals that no longer Apply to Portland

There are approximately 560 acres of land both within Portland's municipal boundaries and beyond the regional urban growth boundary that can be classified as rural land. In 1991, as part of Ordinance No. 164517, the City Council took an exception to Goal 3 and 4, the agriculture and forestry goals, in the manner described and authorized by state law and Goal 2. As a result of the acknowledged exception, the following goals do not apply:

- Goal 3 Agricultural Lands
- Goal 4 Forest Lands

Statewide Planning Goals that do not apply to Portland

Other Statewide Planning Goals apply only within Oregon's coastal zone. The Statewide Planning Goal Glossary defines "Coast Zone" as, "The area lying between the Washington border on the north to the California border on the south, bounded on the west by the extent of the state's jurisdiction, and in the east by the crest of the coastal mountain range, with the exception of: (a) The Umpqua River basin, where the coastal zone shall extend to Scottsburg; (b) The Rogue River basin, where the coastal zone shall extend to Agness; (c) The Columbia River basin, where the coastal zone shall extend to the downstream end of Puget Island. (Formerly ORS191.110)." Since Portland is not within Oregon's coastal zone, the following goals do not apply to this decision:

- Goal 16 Estuarine Resources
- Goal 17 Coastal Shorelands

- Goal 18 Beaches and Dunes
- Goal 19 Ocean Resources

Statewide Planning Goal 1 Findings

Goal 1. To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Goal 1 applies to all legislative land use decisions. Administrative rules under Goal 1 further require cities to:

- Designate a committee for citizen involvement;
- Provide for widespread citizen involvement with an opportunity for citizens to be involved in all phases of the planning process (developing, evaluating, and amending plans; and in the development, adoption, and application of legislation to carry out the plan - the subject of periodic review Task V);
- Adopt and publicize a program for citizen involvement that is appropriate to the scale of Portland's 2035 *Comprehensive Plan* process;
- Provide the opportunity for the public to be involved in data collection.
- To assure that technical information is available in an understandable form
- Assure effective two-way communication with citizens, including feedback mechanisms;
- Assure a sufficient level of funding and human resources are allocated to the citizen involvement program to make citizen involvement an integral part of the planning process.

These requirements apply to both the development of the plan, and to the ongoing involvement program that will be adopted by the plan.

Community Involvement Committee and Program

Goal 1 allows the City Council three choices: it may appoint itself as the committee for citizen involvement, it may appoint the Planning and Sustainability Commission (PSC) as the committee, or it may appoint a committee separate from the Council or Commission. The City Council, exercising the third option, appointed a CIC. The appointment of the CIC is periodic review Task I, Subtask A, was approved by DLCD Order 001792 on August 5, 2010, and has been completed.

The City Council, on the recommendation of the CIC and the PSC, adopted Ordinance 184047, which adopted a Community Involvement Program for Portland's periodic review. This program is periodic review Task I, Subtask B, was approved by DLCD Order 001798 on January 5, 2011, and has been completed.

Public engagement throughout the planning process was overseen by an appointed Community Involvement Committee (CIC). The CIC has met quarterly from 2009 to the present. During that time they produced or reviewed ten different progress/evaluation reports, with detailed meeting and activity logs. Those reports were referenced with the impact statement filed with the present ordinance. They cataloged extensive outreach beyond the traditional mechanisms

Under Task I, Subtask C, of Portland's periodic review work program, the CIC has a continuing obligation to monitor and evaluate how the Community Involvement Program is being carried out. The program also provides the CIC opportunities to report its findings to City Council before a periodic review task is adopted by ordinance and submitted for state approval. The Task II report from the CIC was approved by LCDC Order 001850 on May 23, 2014. On July 28, 2015, the CIC presented a report to the PSC describing community outreach that occurred during development of the proposed comprehensive plan, and the related supporting documents. The PSC accepted that report.

The *Community Involvement Report* for periodic review Tasks III and IV (CIC Report) was accepted by City Council with the adoption of a companion ordinance that was considered and adopted on the same date as this ordinance.

Summary of Community Involvement

Over a nine-year period from 2007-2016, tens of thousands of Portlanders were involved in development of the *2035 Comprehensive Plan*. The process provided for widespread citizen involvement with an opportunity for citizens to be involved in all phases of the planning process. Appendix A of the CIC report describes and measures how the principles of the Community Involvement Program were carried out by various outreach activities. Appendix C contains a 38-page list of outreach activities. Appendix D contains a two-page list of PSC hearings, briefings and work sessions, and Appendix E contains a three-page list of meetings of the various advisory committees. In addition to the activities described below, and in the CIC report, the City also provided notices of public hearings before the PSC and City Council pursuant to the legislative procedures contained in Chapter 33.740 of the City Code. Chapter 33.740 requires public notices, issuance of reports, commission review, and hearings.

Community involvement activities included:

- Over 8,000 individual comments, both oral and written, have been received by the PSC and City Council throughout the public hearing process.
- The City provided notices of public hearings before the PSC and City Council pursuant to the legislative procedures contained in Chapter 33.740 of the City Code. That chapter requires mailed and published public notices in advance of hearings, issuance of reports, commission review, and hearings. A help line (call center) with language translation was staffed during the notification period to answer questions. Open houses and staff office hours were scheduled at several stages of the plan development, prior to the PSC hearings. Additional information was also mailed to every Portland household via the City's Curbsider newsletter. Hearings were advertised in community newspapers.
- In late 2015 and early 2016 City Council held 7 hearings on the 2035 Comprehensive Plan. Public notice of the Council hearings was mailed on October 13, 2015. On that same day the City also mailed 28,000 notices as required by ORS 227.186 (known as Measure 56 notices) to potentially affected property owners. Three hearings occurred in late 2015 (November 19, December 3, and December 10). In response to several requests for more time, Council

scheduled an additional hearing (January 13), and continued accepting written comments until January 15, 2016. In February and March 2016 Council discussed the testimony they heard, in several work sessions, which were open to the public. On March 18, 2016 a compilation of possible Council amendments was published for public feedback. Additional property owner notices were also mailed at that time, to those impacted by the amendments being considered. Council held additional hearings to receive feedback on potential amendments on April 14, 20 and 27. Written comments were accepted until April 28, 2016. Council received over 4,000 comments on the PSC recommendation, and the subsequent Council amendments.

- The Planning and Sustainability Commission (PSC) held five public hearings on the plan in 2014/15, plus two additional hearings to consider the *Economic Opportunities Analysis (EOA)* and *Growth Scenario Report*. They debated amendments to the staff proposal over a 6 month period, in 13 different work sessions each 3-4 hours long. The work sessions were advertised and open to the public. The PSC extended the public comment period three months, at the request of neighborhood associations. In total the PSC accepted comments over a 9 month period.
 - In July 2014 a Proposed Draft of the *2035 Comprehensive Plan*, including the *Citywide Systems Plan* and *List of Significant Projects* was published. Public notices, including Measure 56 property owner notices, were mailed on August 18, 2014. The PSC held public hearings on September 23, October 14, October 28, and November 4, 2014. An additional hearing on transportation policy and projects occurred on February 24, 2015. The PSC received over 4,000 individual comments, including many comments about the *CSP* and associated capital projects on the *List of Significant Projects*. On July 14, 2015, the PSC voted to accept the staff-proposed plan with a variety of amendments.
- Prior to the PSC, draft policies were written in collaboration with community volunteers – in eight advisory committees called Policy Expert Groups (PEGS). Over 150 people participated in these committees, which met for about 12 months in 2012/13. These committees also helped staff identify data sources that they may not otherwise have been aware of (for example, data about economic and social inequities).
- The background reports and technical assessments were developed in collaboration with community volunteers as part of the *Portland Plan*, which was guided by a 65-person advisory group in 2010/11. Summaries were prepared to make these reports more accessible to the general public.
- The overall policy direction for the plan was also influenced by the *Portland Plan*, particularly by extensive involvement of agency partners, like Portland Public Schools, Trimet, Portland Community College, and Multnomah County Health Department.
- Over 13,000 adults and youth completed surveys about what was important to them, which gave policy direction to the plan – establishing the focus on equity, education, health, and prosperity.

- Over 400 people participated in workshops held at 35 community fairs in 2011.
- BPS staff provided information and answered questions at over 1,350 meetings hosted by a wide variety of civic organizations and interest groups. Meetings occurred during the data collection phase, while background reports were being written to satisfy periodic review Task II (2009-11), and during policy development, alternatives analysis and mapping phases to satisfy periodic review Task III and IV (2009-15). This included “hosted presentations”, staffing tables at community events, and other community work sessions. Those events involved direct interaction with over 20,000 people. Over half of these meetings were with neighborhood association boards of land use committees. The meetings are logged in the CIC report, and in reports filed with previously adopted ordinances that document completion of earlier periodic review work tasks.
- Over the course of the entire process, there was an emphasis on outreach to under-represented communities, and the organizations that represent them. This includes organizations like IRCO, Latino Network, Community Alliance of Tenants, Age Friendly City Advisory Council, Urban League, East Portland Action Plan organization, etc. This direct outreach involved direct interaction with over 1,000 people. Many of these meetings focused on capacity building – educating and training citizens about the land use process. Youth engagement also occurred through various schools during the development of the background reports.
- At each stage of the process basic materials were translated into multiple languages, and distributed to appropriate organizations. On several occasions BPS hosted Spanish language work sessions.
- The online Map App was designed to expand participation and involve groups that are not typically active in land use decisions. In particular, the App was designed to work on a mobile phone platform. In 2015, mobile phones are more widely available than televisions, computers or newspapers – especially among youth and immigrant communities. A teen of color is far more likely to use a mobile phone than attend a neighborhood association meeting. The online Map App and email testimony systems were set up to acknowledge receipt of comments and provide information about next steps. Project updates were also provided via social media, website, and online informational videos.

Impact of Community Involvement

The robust community involvement described above had an impact on the plan. The PSC and Council record documents numerous amendments that originated with community suggestions – many from the neighborhood associations.

- Anti-displacement policies. Testimony from a coalition of housing-related organizations led to significant changes in the housing policies (Chapter 5).
- Middle housing. Testimony from several neighborhood association and housing organizations caused Council to consider greater emphasis on smaller (or “middle”) scale infill development.

- Economic policy. Testimony from neighborhoods and environmental organizations caused the City to take a different path on land use designations for West Hayden Island (Chapter 6 and the land use map).
- Nonconforming uses. Testimony from many commercial property owners and neighbors informed how small businesses in residential zones were depicted on the plan map (Chapter 6 and the land use map).
- People and freight movement. Testimony from a variety of transportation stakeholders had a direct impact on the wording of transportation policies. (Chapter 9 – particularly Policies 9.6 and 9.7).
- Property-specific map changes. Hundreds of individual property owners and neighbors provided information about specific sites that helped decision-makers refine the land use map.
- Historic preservation. Testimony from historic preservation organizations and neighborhoods caused the City Council to consider stronger policy wording (Chapter 4).
- Transportation projects. Testimony from East Portland and Southwest Portland neighborhoods helped decision-makers refine the project list, adding more emphasis on sidewalk improvements and transit access. Some projects were also re-scoped based on local feedback.

Ongoing Community Involvement Program

Goal 1 also requires a local advisory committee to assist with the development of an ongoing program that promotes and enhances involvement in land-use planning, assist in the implementation of the involvement program, and assist in evaluating the process being used for involvement. Local programs should enhance involvement at all phases of a project, including at the data collection stage, project scoping, the plan adoption process, and during adoption of implementation measures. Programs should ensure people can communicate and give input to decision makers and provide a mechanism for people to find out what happened to their comments. Finally, programs should make technical information available in an understandable form

The recommended new Community Involvement program and policies are consistent with Goal 1, for the following reasons:

A policy directs the creation of an ongoing CIC.

Policy 2.19 Community Involvement Committee. The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and investment projects, before, during, and at the conclusion of these processes.

Policies enhance involvement in all phases of planning, including at the data collection stage, project scoping, the plan adoption process, and during adoption of implementation measures.

Policy 2.9 Community analysis. Collect and evaluate data, including community-validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland. Policy 2.10 Community participation in data collection. Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.

Policy 2.14 Community influence. At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.

Policy 2.16 Community Involvement Program. Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.

Policy 2.25 Early involvement. Improve opportunities for interested and affected community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

Policy 2.26 Verifying data. Use data, including community-validated population data, to guide planning and investment processes and priority setting and to shape community involvement and decision-making efforts.

Policy 2.37 Process evaluation. Evaluate each community involvement process for planning or investment projects from both the City staff and participants' perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

Policies ensure people can communicate and give input to decision makers.

Policy 2.8 Channels of communication. Maintain two-way channels of communication among City Council, the Planning and Sustainability Commission (PSC), project advisory committees, City staff, and community members.

Policy 2.20 Review bodies. Maintain review bodies, such as the Planning and Sustainability Commission (PSC), Design Commission, Historic Landmarks Commission, and Adjustment Committee, to provide an opportunity for community involvement and provide leadership and expertise for specialized topic areas.

Policies provide a mechanism for people to find out what happened to their comments.

Policy 2.15 Documentation and feedback. Provide clear documentation for the rationale supporting decisions in planning and investment processes. Communicate to participants about the issues raised in the community involvement process, how public input affected outcomes, and the rationale used to make decisions.

Policies require that technical information will be available in an understandable form.

Policy 2.11 Open Data. Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. Where appropriate, encourage publication, accessibility, and wide-spread sharing of data collected and generated by the City.

Policy 2.30 Culturally-appropriate processes. Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

Policy 2.40 Tools for effective participation. Provide clear and easy access to information about administrative, quasi-judicial, and legislative land use decisions in multiple formats and through technological advancements and other ways.

Policies to ensure adequate resources will exist to support the community engagement.

Policy 2.23 Adequate funding and human resources. Provide a level of funding and human resources allocated to the Community Involvement Program sufficient to make community involvement an integral part of the planning, policy, investment and development process.

Response to Specific Goal 1 Testimony

Both the PSC and Council had numerous work sessions to discuss testimony and proposed amendments. Staff reports prepared for these sessions acknowledged the source of many amendments, and provided brief summaries of the rationale behind various choices. Staff also prepared “what we heard” reports and memos that summarized testimony at various stages of the process. Due to the volume of testimony received, most participants did not receive individualized response letters from staff or decision-makers. Decisions were often made in bundles, with the PSC and Council recommending a broad direction. In tandem, staff prepared specific lists of impacted properties or policies related to each direction. Decision-makers took this approach in the interest of hearing from a wider range of voices

Some participants were frustrated by this approach, and expressed that in testimony. Some long-term neighborhood activists felt they did not receive the kind of individualized attention that they may have had in the past when the conversation was smaller (i.e., involved a legislative change with fewer issues and/or that affected a discrete geographic area, rather than the City as a whole). Despite this frustration, the approach the PSC and Council used was successful and consistent with Goal 1’s purpose to promote broad citizen involvement, as evidenced by the more than 8,000 comments received.

Some testimony expressed concern about the timing relationship between Task IV and the pending Task V work. Proposals for zoning code and map changes (Task V) were being

evaluated by the PSC while City Council was considering the recommended policy (Task IV). Throughout the process there have been several different perspectives on the relationship between policy and zoning code. In some instances neighborhoods have asked the City to accelerate code development so that it could be presented in tandem with policy. In other instances neighborhoods asked the City to delay code development until policy was adopted. Decision-makers choose to follow a middle ground, with some overlap of the Tasks. This approach acknowledged that many people do want to see the preliminary code details before accepting policy (the Devil is in the details). On the other hand, in a traditional planning process, policy is developed first, and implementing code should respond to policy.

Several neighborhood associations submitted testimony requesting a more formal acknowledgement of the role of Portland's neighborhood association system within the community engagement policies and programs. Some advocated that the neighborhood associations should be the primary community involvement mechanism of the new plan. There was also some testimony critical of the broader direct outreach policies in Chapter 2. Decision-makers responded to this testimony by adding language acknowledging the ongoing importance of the neighborhoods; at the same time, they felt that Goal 1 would be better served by expanding community outreach to include other channels. This approach builds on the success of Portland's neighborhood-based system, and it also acknowledges that neighborhood associations are not always the most effective avenue to reach groups who are not traditionally well represented in land use decisions – particularly communities of color, immigrant communities, youth, and renters. Accordingly, the plan continues to emphasize expanded engagement methods, such as direct engagement with underrepresented communities who may not be comfortable or accustomed to participating in neighborhood associations.

The PSC and Council also considered testimony related to the wording of the engagement policies. In particular, there was some testimony expressing concern that the word “community” was being used rather than “citizen.” This was an intentional word choice by decision-makers because the term “citizen” may discourage participation of some immigrant and refugee communities. Decision-makers chose to use the word “community” because they believed it conveys a more inclusive meaning, consistent with the intent of Goal 1.

There was some testimony suggesting that Council amendments violated Goal 1 because they were made late in the process with less time for participants to react. The Council disagreed with this argument for two reasons. First, a long-range legislative project like a periodic review is an iterative process that yields changes and refinements along the way. Ultimately, it is the inherent role of the elected City Council to make a final decision about what land use plans and policies they wish to adopt. Second, many of the Council's amendments were the result of responding to testimony (for example, the “middle housing” policies). Whether identified by individual or grouped in packages, the testimony received from citizens on the proposed goals, policies, map, and amendments received full consideration by the Council. As explained in these findings and shown in the record, citizens have had ample ability to participate throughout this periodic review process consistent with Goal 1.

Finally, Council received considerable testimony about the “middle housing” policy, both for and against. Many of the letters against the policy believed that the policy would have the effect

of re-zoning their property without further community process. Council disagreed with this argument, and expressed a clear intent that the policy would result in a future planning process to determine where zoning should be changed to implement this policy. It would be premature to consider adoption of this policy as a de facto rezone, because the Council has not yet determined what properties it will apply to, and what specific zoning rules will apply. This policy is one of many policies in the plan. Implementation of it must be done in the context of the entire plan.

Goal 1 Conclusions

Because the City appointed a CIC, adopted and implemented a far reaching program for citizen involvement, supported the CIC to completion of the program, and provided sufficient public notices, the City has complied with requirements of Goal 1.

Statewide Planning Goal 2 Findings

Goal 2. To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 2 has three parts: planning, exceptions and guidelines. Since the City is not taking a Part II exception to any Statewide Planning Goal, and since the Oregon Legislature has nullified the Part III requirement to demonstrate how the planning guidelines were used to achieve the goals [see: ORS 197.015(9), *Churchill v. Tillamook County*, 29 Or LUBA 68 (1995) and *People for Responsible Prosperity v. City of Warrenton*, 52 Or LUBA 181 (2006)], only Part I of Goal 2 applies to this ordinance.

Part I of Goal 2 requires Portland's *2035 Comprehensive Plan* be coordinated with the plans of other governments. The plan has been developed with the assistance of several committees and advisory committees that include government partners.

The first is a Periodic Review Assistance Team, which met at least once a year from 2010 through 2015, composed of representative of Metro, TriMet and the following Oregon agencies: Business Development Department, Department of Agriculture, Department of Aviation, Department of Environmental Quality, Department of Fish and Wildlife, Department of Forestry, Department of Geology and Mineral Industries, Department of Human Services, Department of Land Conservation and Development, Department of Parks and Recreation, Department of State Lands, Department of Transportation, Department of Water Resources, Housing and Community Services Department, and the State Historic Preservation Office.

The second was a series of Policy Expert Groups (PEGs) convened from 2012 to 2013, to help staff prepare the first working draft of the *2035 Comprehensive plan* policies. PEGs were convened for Community Involvement, Economic Development, Education and youth success, [Transportation] Networks, Watershed Health and Environment, Infrastructure Equity, Neighborhood Centers, Residential design and Compatibility. An Industrial Land and Watershed Working Group was also convened, which included members of both the Watershed Health and Environment and Economic Development PEGS. PEG Members are listed on the

Acknowledgements page of the 2035 Comprehensive Plan. Participating agencies included Metro, Trimet, ODOT, Port of Portland, US Fish and Wildlife, Yakima Nation, Portland State University, Home Forward, PDC, Multnomah County Office of Citizen Involvement, Multnomah County Health, Business Oregon Brownfield Program, Portland Public Schools, Parkrose Schools, and Multnomah County SUN Services.

The third, the Transportation Expert Group was convened in 2014-2016 to provide further oversight of TSP policies, and project selection. The TEG included representatives from ODOT, Trimet, Metro, and the Port of Portland. A subset of this group met regularly to more closely coordinate transportation modeling, issue identification, and proposed solutions – this included representatives from Metro, TriMet and the Oregon Department of Transportation.

The City of Portland planning staff have also engaged in one-on-one discussions with their counterparts in adjoining cities about the location of Portland’s Urban Services Boundary on the *2035 Comprehensive Plan Map* and it’s alignment with the service boundaries of the adjoining cities. The list of consulted cities includes Beaverton, Gresham, Happy Valley, Lake Oswego, Milwaukie, and Tigard. The Portland City Attorney with assistance from Beaverton’s and Metro’s attorneys prepared a Model Interagency Agreement to recognize any future adjustments that might be needed to adjoining service boundaries.

In addition to the above the City provided timely notices adoption of the *2035 Comprehensive Plan*, *2035 Comprehensive Plan Map*, and *List of Significant Projects* to Clackamas, Multnomah and Washington Counties, the Cities of Beaverton, Gresham, Happy Valley, Lake Oswego, Maywood Park, Milwaukie, and Tigard, Metro, TriMet, the Port of Portland, and the Special Districts Association of Oregon. Comments received from these entities were considered in developing *2035 Comprehensive Plan*, *2035 Comprehensive Plan Map*, and *List of Significant Projects*.

Findings in response to Goals 9, 10, 12, and the Metro Function Plan also describe more specific coordination activities as required by associated rules.

For the reasons stated above the *2035 Comprehensive Plan*, *2035 Comprehensive Plan Map*, and *List of Significant Projects* are sufficiently coordinated, within the Meaning of Goal 2, with the plans and programs of other governments.

Part I of Goal 2 also requires Portland’s *2035 Comprehensive Plan* “. . . include identification of issues and problems, inventories and other factual information for each applicable statewide planning goal, evaluation of alternative courses of action and ultimate policy choices, taking into consideration social, economic, energy and environmental needs.” A sufficient factual base has been established and sufficient alternative courses of action have been considered in the adopted *Comprehensive Plan* support documents listed in the Task II and Task III parts of the “Expanded Summary of Periodic Review Progress to Date” above. In particular, there is a summary of the City’s alternatives analysis contained in the *Growth Scenarios Report* adopted with a companion ordinance on the same date as this ordinance.

All applicable requirements of Goal 2 have been met.

Statewide Planning Goal 3 Findings

Goal 3. To preserve and maintain agricultural lands.

In 1991, as part of Ordinance No. 164517, the City Council took an exception to the agriculture and forestry goals in the manner described and authorized by state law and Goal 2. Since this ordinance does not change any of facts or analyses upon which the assumption is based, the exception is still valid and Goal 3 does not apply.

Statewide Planning Goal 4 Findings

Goal 4. To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

In 1991, as part of Ordinance No. 164517, the City Council took an exception to the agriculture and forestry goals in the manner described and authorized by state law and Goal 2. Since this ordinance does not change any of facts or analyses upon which the assumption is based, the exception is still valid and Goal 4 does not apply.

Statewide Planning Goal 5 Findings

Goal 5. To protect natural resources and conserve scenic and historic areas and open spaces.

This ordinance does not affect the City's Goal 5 program. The City adopted a new *Natural Resources Inventory (NRI)* by Ordinance No. 185657, which was approved by LCDC Order No. 001850. This inventory identified the location, quantity and quality of various natural resources, and determined their significance in compliance with the initial steps of the Goal 5 process. The next steps in the Goal 5 process are to identify conflicting uses, examine the consequences of limiting conflicting uses verses conserving natural resources, make decisions to allow, limit or prohibit conflicting uses, and adopt a program to carry out any such decision. This ordinance does not amend or repeal any existing Goal 5 program or any environmental overlay zone. Goal 5 does not apply to this ordinance because no new Goal 5 program is advanced by this ordinance and no existing Goal 5 program is changed by this ordinance.

It should be noted, however, Chapter 7 of the *2035 Comprehensive Plan* contains Policies 7.19 through 7.26 that concern "Planning for Natural Resources" and 7.23 to 7.26 "Protecting Natural Resources." Since the policies will be applied in addition to, rather than instead of, similar requirements of Goal 5, and since none of these policies describe choices or decisions prohibited

by Goal 5, there are no conflicts between adopted 2035 *Comprehensive Plan* policy and future application of Goal 5.

Statewide Planning Goal 6 Findings

Goal 6. To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 prohibits regulated discharges existing development from violating state or federal environmental quality standards. The goal also prohibits projected cumulative discharges from existing and expected development from “threatening” to violate environmental quality standards.

The “Regulatory Compliance” section of the *Citywide Systems Plan* (adopted with a companion ordinance on the same date as this ordinance) describes city facility projects and operations that are regulated by state or federal permit. In summary all facilities comply with regulations or are on a permitted path to comply.

Appendix A of the *CSP* contains the investments strategies adopted to meet present and future service demands. The following summary of Portland’s water investment strategy is provided as an example.

Goal 6 – Table 1. Summary of Investment Strategy

Water System Program	FY 2013-2018	FY 2018-2033
Supply	\$14,291,000	\$88,500,000
Transmission and Terminal Storage	\$191,170,000	\$242,000,000
Distribution	\$244,197,288	\$461,650,000
Treatment	\$2,500,000	\$150,000,000
Regulatory Compliance	\$25,504,000	\$30,000,000
Customer Service	\$3,057,000	\$53,700,000
Support	\$10,000,000	\$50,500,000
TOTAL	\$490,719,288	\$1,076,350,000

This level of system investment is designed to achieve 100% compliance with state and federal water quality regulations.

In addition, Policies 7.5 and 7.7 call for continued improvement in air and water quality. This ordinance meets all applicable requirements of Goal 6.

For the reasons stated above, and for other facts and reasons included and stated within the *CSP*, this ordinance meets all applicable requirements of Goal 6.

Statewide Planning Goal 7 Findings

Goal 7. To protect people and property from natural hazards.

Goal 7 requires the City to maintain a current inventory of natural hazards, to avoid development in areas where hazards cannot be mitigated, and to prohibit essential facilities, hazardous facilities, and major structures in areas where hazards cannot be mitigated.

The LCDC approved on May 23, 2014 by Order No. 001850, as part of City's Task II periodic review submittal, a complete and current inventory of natural hazards. The Goal 7 hazard inventory requirement has been satisfied. Adoption of the *CSP* took the next step by identifying essential facilities.

The *CSP* identifies natural hazards, assesses the related threat and vulnerability to the city's facilities, and recommends mitigation strategies to address high risk assets. The *CSP* also identifies the following types of infrastructure as important to hazard preparedness, response, and recovery:

- Essential facilities are necessary for continuation of operations and include police and fire stations, City Hall, the 1900 Building, the City's Emergency Coordination Center, the 911 Call Center, and the Justice Center.
- Critical facilities and infrastructure include "systems and assets necessary to ensure continuity of security, safety, health and sanitation services, support the area's economy and/or maintain public confidence. Incapacitation or destruction of any of these systems or assets would have a debilitating impact on the area either directly, through interdependencies and/or through cascading effects." Critical infrastructure includes public services that have a direct impact on quality of life such as communication technology (phone lines or Internet access); vital services such as public water supply, sewage treatment; and transportation facilities, such as airports, heliports, highways, bridges, tunnels, roadbeds, overpasses, railways, bridges, rail yards, depots and waterways, harbors, and dry docks.
- Lifelines include utility systems (potable water, wastewater, oil, natural gas, electric power facilities, and communication systems) and transportation systems (airways, bridges, roads, tunnels, and waterways). Communications facilities are also important lifelines.
- High potential loss facilities include facilities that would have a high loss (environmental, economic, or human life and safety) associated with their failure, such as nuclear power plants, levees, dams, and military installations. In Portland, City-owned high potential loss facilities include Portland Water Bureau reservoirs, such as those at Mount Tabor and Washington Park.

The *CSP* identifies investments that would improve the resiliency of the City's infrastructure to natural and other hazards. These include projects to reduce risks to essential and critical infrastructure; improve and restore the city's green infrastructure; enhance the seismic resilience of facilities; and provide redundant infrastructure for assets like water and sewage pump stations.

This Ordinance goes a step further in meeting Goal 7 by adopting *2035 Comprehensive Plan* Policies 4.79 to 4.84 that address hazard resistant urban design and development, as well as planning for post-disaster recovery. This ordinance also adopts Policy 7.1 that calls for the prevention of “development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.” The prohibitions called for by Goal 7 can only be implemented through land use regulations. Consideration and adoption of land use regulations will occur in Task V of the City’s periodic review work program.

This ordinance meets all requirements of Goal 7 applicable to Task IV of the City’s periodic review work program.

Statewide Planning Goal 8 Findings

Goal 8. To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8 has two parts. The first part requires the City to plan for recreational facilities in such quantity, quality and locations as is consistent with the availability of the resources to meet such requirements. These requirements have been met for the reasons stated in the Goal 8 findings for a companion ordinance on the same date as this ordinance.

In addition the *2035 Comprehensive Plan* contains the following policies that address future park needs and provide the policy basis for considering and adopting implementing land use regulations in Task V of the City’s periodic review work program:

Policy 3.35 Public places. Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.

Policy 3.39 Public places. Provide small parks or plazas within or near Neighborhood Centers to support their roles as places of local activity and gathering.

Policy 8.92 Acquisition, development, and maintenance. Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city’s current and future population based on identified level-of-service standards and community needs.

Policy 8.93 Service equity. Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.

Policy 8.94 Capital programming. Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.

Policy 8.95 Park planning. Improve parks, recreational facilities, natural areas, and the urban forest in accordance with relevant master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input. Consider developing master or management plans for properties that lack guiding plans or strategies.

Policy 8.96 Recreational trails. Establish, improve, and maintain a complete and connected system of Major Public Trails that provide recreational opportunities and that can serve transportation functions consistent with policies 8.53 through 8.60 and other City trail policies and plans.

Policy 8.99 Recreational facilities. Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.

Policy 8.103 Public-private partnerships. Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

For the reasons stated above this Ordinance meets all applicable requirements of Goal 8.

Statewide Planning Goal 9 Findings

Goal 9. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Goal 9 requires cities to consider economic activities vital to the health, welfare, and prosperity of Oregon's citizens. Comprehensive plans for urban areas are required to include, among other things: an analysis of economic patterns, potentialities, strengths, and deficiencies; policies concerning economic development; and land use maps that provide for at least an adequate supply of sites for a variety of industrial and commercial uses.

As required by Task III of the City's periodic review work program, a companion ordinance adopted a revised *Economic Opportunities Analysis* containing the following components required by Statewide Planning Goal 9, Economic Development:

- Review of national, state, regional, county and local trends
- Identification of required site types
- Inventory of industrial and other employment lands
- Assessment of community economic development potential

As stated in the EOA adopted with a companion ordinance, the City has a responsibility to plan for 142,000 jobs for the Metro's employment forecast period 2010 to 2035.

In its EOA the City established ten "Employment Geographies" to fulfil the Goal 9 requirement to identify "site types." They are:

- Central City Commercial
- Central City Industrial
- Columbia East
- Harbor and Airport Districts
- Dispersed Employment
- Harbor Access Lands
- Institutional
- Gateway Regional Center
- Town Centers
- Neighborhood Centers and Corridors

Each geography has a different mix of employment sector and building types, as described beginning on page 9 of Section 2/3 of the *EOA*. Some types of jobs are closely associated with a particular geography, while other jobs can be accommodated within several geographies. A map of these Employment Geographies is Figure 8 on page 12 of the *EOA* Section 2/3. The regional forecast growth rates of employment sectors were applied to the existing mix of sectors in each local employment geography to estimate job growth by geography. Forecast job growth by geography was translated to building area and developable land needs. Lands needs for marine terminals, rail yards, and airports were estimated separately from transportation throughput forecasts rather than employment forecasts. The Employment *BLI* provides an available supply suitable for each employment geography, also expressed in acres.

Based on the *EOA*, the City has an expected Year 2035 aggregated (all geographies) employment growth land need of 2,910 acres. With the current *Comprehensive Plan*, there is a land supply of 3,240 acres. With the 2035 *Comprehensive Plan*, there is an expected land supply of 4,195 acres. The following table, taken from Figure 27 of Section 2/3 (page 36) and Figure 2 of Section 4 (page 5) of the *EOA*, summarizes need and supply by geography and aggregate geography. As noted in the table, there is a land supply shortfall with the current *Comprehensive Plan* in several geographies.

Goal 9 – Table 1. Employment Land Need and Supply by Geography

Employment Geography	2035 Land Need in Acres	Existing Comprehensive Plan		2035 Comprehensive Plan	
		2035 Land Supply in Acres	Surplus or Deficit in Acres	2035 Land Supply in Acres	Surplus or Deficit in Acres
Central City Commercial	60	201	141	201	141
Central City Industrial	90	65	-25	188	98
Harbor & Airport Districts	1,013	774	-239	1,067	54
Harbor Access Lands	192	113	-79	167	-25
Columbia East	350	356	6	416	66
Dispersed Employment	130	121	-9	146	16
Gateway Regional Center	50	137	87	164	114
Town Centers	130	304	174	381	251
Neighborhood Centers & Corridors	510	863	353	944	434
Institutions	370	306	-64	522	152
Total	2,895	3,240		4,197	
Aggregate Geography					
Central City	150	266	116	390	240
Industrial	1,685	1,365	-320	1,796	111
Neighborhood Commercial	690	1,303	613	1,489	799
Institutions	370	306	-64	522	152
Total	2,895	3,240		4,197	

As this table shows, the *EOA* found that the existing *Comprehensive Plan* has a deficit of land supply relative to forecast need in five of the employment geographies: Central City Industrial, Harbor & Airport Districts, Harbor Access Lands, Dispersed Employment, and Institutions. The Harbor Access Lands geography was added in the revised *EOA* to respond to direction from LCDC to separately examine that geography. The *2035 Comprehensive Plan* resolves all but one of these deficits. The strategies used to do so will be described later in this finding.

While employment forecasts traditionally form the basis of employment land supply analysis, employment is not a very good indicator of the long-term land needs of the freight and distribution sectors of the economy. Accordingly, the City chose to use transportation throughput or commodity/cargo forecasts rather than building employment densities for three facilities: marine terminals, rail yards, and airports. The employment densities of these facilities do not correlate with typical industrial building employment densities; and relying on building employment densities alone would ignore considerable economic activities taking place outside

of buildings. This case is best illustrated by marine terminals. Despite a decline in industrial Portland Harbor employment between 2002 and 2008, marine cargo tonnage increased, and an average of 18 acres of land was needed each year to handle the cargo.

For commodity-related land needs, the City considered three forecasts (high, medium and low) for six cargo types: automobiles, containers, breakbulk, grain, dry bulk and liquid bulk. This analysis is found in a report entitled *Portland Harbor: Industrial Land Supply Analysis*, prepared by EcoNorthwest, May 2012. This report is cited and summarized in the *EOA* on page 86 of Section 1. The medium forecast at 2% average annual growth estimates 150 acres of land needed for new auto and grain terminal development through 2035. The report describes low, medium, and high cargo forecasts that identify unmet cargo demand for autos and grain commodity types. The report concludes that existing marine terminals that handle other commodity types have adequate capacity to handle expected this growth through 2035. In Testimony, the Port of Portland documented several recent major investments to expand existing marine terminals, beyond what was estimated in the 2012 ECONorthwest report. These investments substantially expand the Portland Harbor's existing capacity, and reduce the amount of additional land need.

The revised medium cargo forecast and practical site-size assumptions, result in a 23-acre shortfall. As discussed below, this shortfall can be accommodated by surplus capacity in the adjacent Harbor and Airport Districts, where there are recent warehouse and freight developments that are located in close proximity to the marine terminals, but do not have direct access to the riverfront.

Section 4 of the *EOA* describes the strategies that will be used to resolve the identified land deficits:

- Central City Industrial Geography: Land use changes and a recommended expansion of the Employment Opportunity Subdistrict (EOS) will enable increased employment density, as described in Section 4 of the *EOA*, starting on page 11.
- Dispersed Employment Geography: Land use changes are recommended to increase the constrained effective capacity of this geography by 25 acres. This is described in Section 4 of the *EOA*, on pages 16 and 24.
- Harbor & Airport Districts: Land use and policy changes and investments are recommended to increase the effective capacity of this geography by 123 acres. This includes land use map changes to designate several private golf courses as industrial that will enable future conversion when the property owners choose.
- Institutions: Land use and policy changes are recommended to create a new zoning district for 15 of the largest colleges and hospitals in Portland. The result of this new approach increases the constrained effective capacity of this geography by 216 acres. This strategy is described in Section 4 of the *EOA*, starting on page 35.

In addition, several other strategies are recommended that would create more unconstrained capacity in the Harbor and Airport, Harbor Access, Columbia East and Dispersed Employment

Geographies. The estimated impact of these strategies are summarized in Section 4 of the EOA, in Figure 4, page 16.

- **Brownfield cleanup rates:** The plan recommends taking action to increase the percent of brownfields that are cleaned up by 2035, from 40% to 60%. This adds an estimated 124 acres to the land supply, across several geographies. Policies 6.40 and 6.45 supports this intention.
- **Intensification:** The plan recommends freight transportation investment and regulatory policy to facilitate more intensive use of employment land on existing developed sites (job growth on existing developed sites). A variety of TSP projects support this strategy (Exhibit D).
- **Land Retention:** The *EOA* also assumes a limited amount of employment land will be converted to other uses. This includes anticipation of additional protection of environmentally sensitive lands identified in the City's acknowledged Natural resources Inventory, for example. To ensure loss of industrial employment land is minimal, additional policy was recommended to strengthen the City's Industrial Sanctuary policies (Policies 6.37 to 6.39).

These strategies resolve all of the land supply deficits, except in the Harbor Access Lands. The *EOA* also documents that many of the jobs within the Harbor Access Lands geography are not dependent on access to Portland Harbor. Portland has industries in the harbor that are not "water dependent" within the meaning of Goal 15 because they were established before state planning law required water-dependency as a requirement for harbor front location. Similarly many administrative and support jobs for water-dependent industries do not require a waterfront location. The City Council is persuaded that significant numbers of non-water dependent industries and jobs can, by the Year 2035, migrate into other abutting employment geographies with land supply surpluses. It is also a reasonable assumption that the rate of migration will be sufficient to erase the 25 acre deficit. This can occur because many of the existing non-water dependent jobs located in the Harbor Access lands have site needs that can be met in the other more general employment geographies. This is discussed, with examples, in Section 4 of the *EOA*.

The City Council received testimony from the Northwest District Association (NWDA) with concerns regarding the transportation impacts of a number of land use changes in the Guild's Lake/Northwest Industrial District, specifically redesignating the ESCO site and surrounding properties from Industrial Sanctuary to Mixed Employment. The City Council does not find this testimony to be persuasive for two reasons. First, the City has done citywide transportation modeling, which factored in this map change and associated transportation projects, that demonstrates the transportation system can support the potential increased employment (and associated traffic) from these changes. These modeling results are supported by testimony from ESCO that shows there is no difference between the two map designations when comparing the amount of office development allowed as a corporate headquarters and the office development allowed under the Mixed Employment (EG zoning) designation. Second, the NWDA concerns are focused on the zoning map designation for this area, which City Council has not decided yet. As part of Task V, the City Council will consider the zoning map designation, which will again address the transportation capacity issues.

The City Council received testimony from the College Coalition regarding the mapping of the Campus Institution land use designation and the impact on the development capacity for future growth of campus institutions. This testimony included a request to add additional properties to the Campus Institution designation. The City Council does not find this testimony to be persuasive for two reasons. First, the new Campus Institution designation affords the opportunity to create a base zone that will provide a surplus capacity of 152 acres – 141 percent of the forecasted need. Second, the proposed map changes, specifically at Lewis and Clark University, are too small in size to significantly change the development capacity for Campus Institutions and raise a number of issues related to neighborhood compatibility and transportation impacts.

Goal 9 Conclusions

In summary, the findings above demonstrate Portland will have an adequate land supply to meet the forecasted needs for nine of the ten employment geographies. The 2035 Comprehensive Plan results in an aggregate industrial lands surplus of 111 acres. The Year 2035 Harbor Access Lands deficit of 25 acres represents less than two percent of the Year 2035 citywide industrial land need. Also, the 54 acres of surplus capacity in the adjacent Harbor and Airport Districts, will be available to satisfy the non-water dependent employment forecasted for the Harbor Access Lands. Finally, this shortfall in one employment geography is minor and technical in nature, and thus approvable under Goal 9 under the standard of review described by ORS 197.633(3)(c) and ORS 197.747.

To the degree that any of the above-cited strategies have uncertainty the *2035 Comprehensive Plan* includes Policy 6.18 (Evaluate land needs) that calls for updating the *Economic Opportunities Analysis* and short-term land supply strategies every 5 to 7 years.

For the reasons stated above, the reasons stated in the City's *EOA*, and the reasons stated in the above referenced studies, the City has satisfactorily identified employment land needs and has adopted a strategy to meet the identified needs.

Statewide Planning Goal 10 Findings

Goal 10. To provide for the housing needs of citizens of the state.

Background

This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

Goal 10 and its implementing administrative rules contain the following specific requirements:

1. Identify future housing needs by amount, type, tenure and affordability;
2. Maintain a residential *Buildable Lands Inventory* (BLI) with sufficient land to meet identified needs;
3. Adopt land use maps, public facility plans and policies to accommodate needed housing

- (housing capacity, as well as type, tenure and affordability); and
4. Meet minimum density and housing mix requirements (including the Metropolitan Housing Rule);
 5. Adopt clear and objective standards for needed housing.

The City satisfactorily completed two requirements of Goal 10 with its Task II periodic review submittal adopted by Ordinance No. 185657 and as updated and revised with a companion ordinance adopted the same date as this ordinance. The first two parts of Goal 10 have been met for the reasons stated there.

Ordinance No. 185657 adopted a housing needs analysis, which provided more specific estimate of the types of households (by size and income) likely to be in Portland by 2035 (Exhibits B.2 – B.5 of Ordinance No. 185657). With a companion ordinance adopted the same date as this ordinance, the City described its 2010-2035 housing need as 123,000 units. These reports provide additional facts supporting housing need by type, tenure and affordability.

This ordinance addresses the third and fourth of these requirements by adopting a land use map and housing policies.

The final requirement will apply to any implementing actions adopted in the future (periodic review Task V, or subsequent post acknowledgement amendments).

Housing Capacity

In Ordinance No. 185657 the City adopted an inventory of vacant and underutilized land (Exhibit A.6 – A.9 of Ordinance No. 185657), and found that the City's existing *Comprehensive Plan* could accommodate well over 123,000 new housing units by the Year 2035. LCDC acknowledged that inventory methodology and capacity finding in Order No. 001850. The acknowledged methodology was described in a report entitled *Buildable Lands Inventory – Summary of Future Development Capacity*, dated October 2012. Appendix A of that report, entitled *City of Portland Development Capacity Analysis development capacity analysis GIS model* contained more detailed description of the technical methods used.

The 2012 inventory calculated housing capacity by considering the degree of constraint present on each vacant or underutilized parcel. Five levels of constraint were considered: none, mild, medium, severe, and complete. The calculations assumed full residential capacity for land with no constraints, discounted capacity for land with mild and medium constraints, and assumed there was no residential capacity on land with severe and complete constraints. Appendix C, entitled *Buildable Lands Inventory: Constraint Maps and Model Assumptions*, contained maps of each of the land constraints factored into the land inventory and capacity estimates.

With a companion ordinance adopted the same date as this ordinance, Council adopted a revised BLI, accurate up to July 2015. Using this revised inventory of land, and the same GIS methods acknowledged with LCDC Order No. 001850, and summarized above, the City estimates that the existing *Comprehensive Plan Map* has capacity for 210,000 additional units as of mid-2015. Again using the same revised inventory of land, and the same methods already acknowledged by LCDC, the *2035 Comprehensive Plan Map* provides an estimated capacity of 247,000 additional

units², still well beyond the estimated need.

The narrowest possible interpretation of the LCDC Metro Housing Rule, which involves giving little meaning to the word “generally” in OAR 660-007-0005 (3), would require residential capacity calculations to exclude land with any degree of constraint, rather than simply discounting capacity by the degree of constraint. The acknowledged capacity calculation method includes an assumption that land with mild and medium constraints is “suitable and available” for residential use at a diminished capacity, and land with severe and complete constraints has no capacity. The narrowest possible interpretation assumes that land with even a mild constraint has no residential capacity.

The list below identifies land constraints that have some degree of impact on residential capacity (ranging from severe to mild). In an abundance of caution the City has also calculated the residential capacity of the *2035 Comprehensive Plan Map*, with zero capacity assigned to these categories of constrained land:

- Publicly-Owned Land, except for land owned by the Portland Development Commission and Housing Authority of Portland/Home Forward.
- All Comprehensive Plan Map Designations for, Open Space, Institutional Campus, Employment, and Industrial
- Privately-Owned Common Space
- Submerged and Submersible Land
- Floodways and Floodplains
- The Willamette River Greenway (sum of the greenway overlay zones)
- Slopes over 25%
- All regulated natural resource areas
- All identified Significant Natural Resources
- Rural Land
- All land within the “f” Future Urban overlay zone (rural land and other land that cannot be provided urban level services).
- National Historic Districts (all properties, not just contributing resources)
- Local Conservation Districts (all properties, not just contributing resources)
- Historical and Cultural Resources
- Significant Scenic Resources
- Flood, Slope, and Slide Hazards
- Wildfire Hazard
- Brownfields
- Soil Infiltration Limited Areas

A map of the residential land that is not within any of the above-listed areas was included with the *BLI* adopted with a companion ordinance adopted the same date as this ordinance. The residential housing capacity of this completely unconstrained area, with the *2015 Comprehensive Plan Map*, is approximately 169,000 units. This is less than the capacity estimated by the discounting

² *Buildable Lands Inventory and Growth Allocation GIS Model*, Revised April 2016

method already acknowledged by LCDC, but still much more than the estimated need of 123,000 housing units. This map includes a City supply of residential land sufficient to meet the City’s identified housing needs within the meaning of ORS 197.307(3), Goal 10 and OAR Chapter 660, Division 7.

Because supply greatly exceeds need, even when calculated by the narrower lower yielding method, City and LCDC findings of fact and conclusions of law for the previously acknowledged periodic review subtasks remain valid (Task II, Subtasks A-E).

Housing Type, Tenure and Affordability

In addition to total housing needs, state planning law requires Portland to identify housing by type, tenure and affordability. Goal 10 and the Metropolitan Housing Rule also require that at least 50% of the City’s remaining residential capacity be available for multi-family units or attached single family units.

“Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing” OAR 660-007-0030(1)

To provide a framework for this analysis the City calculated the potential supply of twelve different housing types, and compared that with the needs of the eight household types identified in the acknowledged housing needs analysis (Exhibits B.2 – B.5 of Ordinance No. 185657). The following table describes the eight household types used in this analysis (taken from Table 14 on page 49 of the *Growth Scenario Report*; based on data from Exhibit B.5 of Ordinance No. 185657).

Goal 10 - Table 1. Household Types

Household Income	Group Number	Expected New Households by 2035
Less than \$15,000	1	24,540
\$15,000 to \$24,999	2	23,400
\$25,000 to -\$34,999	3	22,095
\$35,000 to \$44,999	4	15,896
\$45,000 to \$59,999	5	8,391
\$60,000 to \$74,999	6	6,030
\$75,000 to \$99,999	7	12,227
More than \$100,000	8	9,697
Total New Households	All	122,276

The comparison of households and housing types is provided in the *Growth Scenarios Report* (Exhibit K of that ordinance, pages 46 – 53). At its simplest level, the analysis provides an understanding of the share of Portland’s capacity that is available for multi-dwelling development. The table below provides a summary of these conclusions. The table includes results from the 2012 BLI (based on the existing *Comprehensive Plan*), and the updated 2015 inventory. The 2015 inventory provided data for both the existing *Comprehensive Plan* and 2035

Comprehensive Plan. The final column shows the capacity if the narrower methodology described above, which assumes that land with even a mild constraint has no residential capacity.

Goal 10 – Table 2. Multifamily Housing Share

Housing Capacity	Existing Comp. Plan (2012 BLI adopted w. Ord. No. 185657)	Existing Comp Plan (2015 BLI)	2035 Comp Plan (2015 BLI)	2035Comp Plan (2015 BLI excluding all constrained land)
Single-dwelling	35,000 (15%)	29,000	29,000 (12%)	17,000 (10%)
Multi-dwelling	198,000 (85%)	181,000	218,000 (88%)	152,000 (90%)
Total	233,000	210,000	247,000	169,000

The table above shows that Portland’s existing *Comprehensive Plan* easily complies with this aspect of the Metropolitan Housing Rule, OAR 660-007-0030(1) because far more than 50% of the City’s remaining housing capacity is available for multi-dwelling development. The *2035 Comprehensive Plan* similarly meets the requirement, based on both the 2012 and 2015 inventory. This goal requirement is met.

Because Portland has far more capacity for residential development than the forecast growth (247,000 new units for 123,000 new households), the City developed a computer model to estimate where the forecast 123,000 units would most likely be built, and what form they might take³. This was done in order to better understand if expected housing production would meet identified needs (type, tenure, affordability), and also to evaluate the city’s performance on other metrics (transportation modelling, environmental impacts, etc.)

This “Housing Allocation” analysis was based on the inventory of vacant and underutilized land described above. This model creates a simulated housing allocation based on the type and density of housing allowed in each land use designation, past building permit trends, and several economic factors. The model identifies four types of single-dwelling units, seven types of multi-dwelling units, and accessory dwelling units. These types are listed in the table below and also described in the *Growth Scenario Report* (taken from Table 12 on page 47). Supporting documents use the term “allocation” to reference this model output, distinct from the term “capacity.” The “allocation” refers to the number of units that are forecast to be built in a particular area by 2035, while the “capacity” refers to the full build out of all vacant and underutilized land within the area.

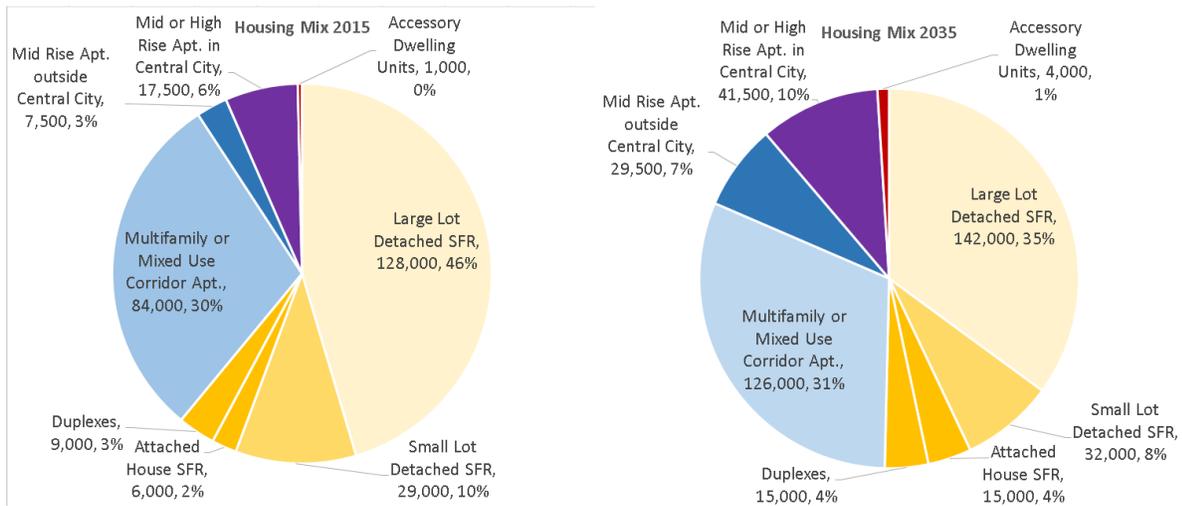
³ *Buildable Lands Inventory and Growth Allocation GIS Model*, Revised April 2016

Goal 10 – Table 3. Housing Types

Housing Types	Type Code	New Housing Type Allocation (2010-2035)	
		Existing Plan	New Plan
Single Dwelling	SFR	25,000	26,000
Detached Single Family House	A	14,000	14,000
Small-Lot Detached Single Family House	B	3,000	3,000
Medium Density Building with Attached Single Family Units	C	5,000	5,000
High Density Building with Attached Single Family Units	D	3,000	4,000
Multi Dwelling	MFR	95,000	94,000
Duplex to Six-Unit Building	E	8,000	6,000
Four Story Corridor Apartment Building all Residential	F	16,000	13,500
Single Room Occupancy and Studio Apartment Building	G	9,000	13,500
Neighborhood Four Story, Mixed Use Building with Retail on Ground Floor	H	21,000	15,000
Mid-Rise, Small Unit, Apartment Building	I	19,000	18,000
Mid-Rise, Large Unit, Apartment Building	J	3,000	4,000
High-Rise Apartment Building	K	19,000	24,000
Accessory Dwelling Unit	ADU	3,000	3,000

The charts below illustrate how the housing mix is expected to change over the next 20 years, given the growth allocation described above. In 2015 about 40% of Portland housing units are multi-dwelling units. By 2035 that share is expected to increase, to about 53%. About 80% of new construction over the next 20 years is expected to be multi-dwelling units. This represents a continuation of established trends over the past 10 years. During the period between 2005 and 2014, only about 23% of new units in Portland were single dwelling units. As a result of these trends, and Portland’s land use plan, the 2035 housing mix is expected to be more diverse (by type and tenure) than it is today.

Goal 10 – Figure 1. Housing Mix



Housing Types A through K, and ADUs, are allowed without restriction on type of tenure and without regard to government ownership, assistance or subsidy. Manufactured homes are recognized as components of Housing Types A and B (Detached Single Family House, and Small-Lot Detached Single Family House). Manufactured homes are allowed in all residential zones. Other housing types, such as floating homes, are also allowed in the City, but since these types have not been identified as “needed,” the City does not need to maintain or increase a supply of sites for these types. In 1991, as part of Ordinance No. 164517, the City Council took an exception to the agriculture and forestry goals in the manner described and authorized by state law and Goal 2. As a result of the acknowledged exception, Portland does not have an obligation to identify farmworker housing as a particular category of need. Nevertheless, housing for farmworkers and their families is allowed in all single family and multi-family zones.

The City evaluated affordability by identifying typical minimum costs for each defined housing type, and by comparing that minimum housing cost to the income levels that define a cost-burdened household. That evaluation is summarized in the *Growth Scenarios Report* (Table 16, page 52). Using this method, the City concludes that all housing types (A-K and ADUs) are currently affordable for Household Group 8, while only Housing Type G (single room occupancies and small studio apartments) is potentially affordable for Household Group 1. While the City has an ample supply of land available and suitable for the amounts needed for all housing types, including Type G, the cost of land, materials and labor means that the market alone cannot provide the housing needed by very low income households.

State planning law requires that housing needs be analyzed and identified by affordability, and requires that land be made available in sufficient supply to accommodate the amount of affordable housing needed. Allowing for a robust supply of inherently more affordable housing types (small studio apartments, ADUs, small-lot single family, etc.) does not mean that these housing units will actually be affordable in practice. In a market economy, housing is allocated to the highest bidder. If supply is limited, the price of even the more affordable housing types can be bid up. In addition, new housing is typically more expensive than older housing. Not all

new households will occupy new housing units. Higher income households will often occupy new housing units, leaving older units to lower income households. If housing supply is tight, the price of older housing units can also be bid up. In light of these market dynamics, the primary impact of a comprehensive plan on affordability will be the extent to which it allows for an adequate overall supply, and allows for a diverse mix of housing. The facts described above show that the *2035 Comprehensive Plan* does this.

Oregon state laws prohibit rent control, and real estate transfer fees. Recent changes in state law allow limited forms of inclusionary zoning. These are tools that cities in other states have used, with varying degrees of effectiveness, to create and maintain more permanent/protected (regulated) supplies of affordable housing. Other affordability tools available to Portland include zoning adequate supply, appropriating funds derived from tax revenue, deferring tax revenue, allocating state and federal grants, and awarding height or floor area ratio bonuses for buildings that otherwise would not include affordable units. This ordinance takes the first steps toward identifying housing needs, but doesn't propose specific solutions to overcoming the market dynamics that impact actual affordability. Potential policies and tools to create more regulated affordable housing are addressed below.

Several specific land use changes have an impact on housing and capacity, housing choice, and affordability.

- The *2035 Comprehensive Plan* includes a number of down-designations, where allowed residential density is being reduced. This is generally occurring in remote locations where urban infrastructure is lacking (no sidewalks, unpaved streets, limited sewer and water access), and where provision of such infrastructure would be expensive (steep slopes, landslide hazard areas). These locations are primarily in low density areas (R7, R10, R20). These density reductions will not impact affordable housing opportunities because development of these areas would be inherently expensive. The impact on the overall housing supply is limited because these areas are constrained, and are therefore counted at a discounted rate in the BLI.
- The *2035 Comprehensive Plan* includes a number of down-designations in outer East Portland. Some multi-dwelling designations are being removed and replaced with single-dwelling designations. This is occurring primarily in areas that are not close to transit, and where there is limited sidewalk infrastructure. Because these areas are not well served by transit, new residents in these areas would likely have higher transportation costs. Limited down-designations in these locations will encourage multi-dwelling development to be built in more transit-accessible locations, with a positive impact on household budgets. There is more than enough multi-dwelling capacity elsewhere to compensate for this impact.
- The *2035 Comprehensive Plan* includes a new set of mixed-use map designations, to replace the City's commercial designations. The new designations are based on the centers and corridor growth strategy described in the Urban Design chapter of the plan (Chapter 3). This change re-affirms the City's intent to provide a range of mixed use housing opportunities, especially in close-in locations. The plan recommends an "Urban

Center” mixed use designation for all Town Centers and all other centers and corridors close to the Central City. The Urban Center designation allows for up to 5 story mixed use or residential development. This change is consistent with recommended Policy 5.21, New development in opportunity areas.

As part of the City’s evaluation of land use changes being proposed with the 2035 *Comprehensive Plan*, staff compared the racial and income demographics of the areas being re-designated. Some testimony questioned this practice. This data was not used as a determining factor in any one individual map change, but instead was used to test and evaluate the overall impact of all residential map changes. This was done because recent federal guidance warns that rezoning decisions that primarily benefit or burden one group over another can be problematic under the federal Fair Housing Act. For example, if most down-zoning occurred in white high income neighborhoods, the plan could be judged to have a discriminatory effect, even if it was not intentional. The analysis showed that residential land use changes were being made in a wide variety of neighborhoods, with different demographic mixes.

Comprehensive Plan Housing Policy

Chapter 5 of the 2035 *Comprehensive Plan* comprises the City’s Goal 10 housing strategy. Several specific housing policies are discussed below, which address maintaining housing supply and capacity, increasing housing choice, and maintaining affordability.

Portland’s existing *Comprehensive Plan* includes the following “no-net loss” housing policy, which was imposed during a previous periodic review process because at that time housing land supply was limited relative to demand.

Old *Comprehensive Plan* Policy 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.

This policy was driven by the fact that, at the time, there was very little evidence of successful urban infill housing, or higher-density mixed use development. As a result, most of Portland’s inventory of land available for housing consisted of large vacant single-dwelling or multi-dwelling land (“green-field” sites). The supply of large vacant sites was limited, as it still is today.

The market has changed dramatically since that time, however, with the vast majority of new residential development in Portland now occurring as infill or as part of medium- to high-density mixed-use development. As a result, the current *BLI* includes much more land, including many smaller sites that would not have been considered developable 20 years ago. Accordingly, the City is proposing to remove the no-net loss policy, and replace it with a more targeted set of policies addressing capacity, regional share, and affordable housing.

Policy 5.1 Housing supply. Maintain sufficient residential development capacity to accommodate Portland’s projected share of regional household growth.

Policy 5.2 Housing growth. Strive to capture at least 25 percent of the seven-county region's residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).

Policy 5.3, Housing potential. Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.

Other complementary policies provide an expanded emphasis on impact analysis related to housing affordability and fair housing, including:

Policy 5.10 Coordinate with fair housing programs. Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.

Policy 5.12 Impact analysis. Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.15 Gentrification/displacement risk. Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.16 Involuntary displacement. When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

Policy 5.30 Housing cost burden. Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.

Policy 5.36 Impact of regulations on affordability. Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.

Policy 5.37 Mobile home parks. Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential

redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.

Several other policies emphasize housing choice in neighborhoods, affirmatively further fair housing, and encouraging new forms of housing:

Policy 4.15 Residential area continuity and adaptability. Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

Policy 5.4 Housing types. Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single- dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.

Policy 5.39 Compact single-family options. Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

Policy 5.6 Middle housing. Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

Policy 5.46 Housing continuum. Prevent homelessness and reduce the time spent being homeless by allowing and striving to provide a continuum of safe and affordable housing opportunities and related supportive services including but not limited to rent assistance, permanent supportive housing, transitional housing, micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds/rest areas.

The City Council received significant testimony regarding Policy 5.6, Middle housing, both for and against. Proponents viewed the policy as a needed addition to the housing chapter. The *2035 Comprehensive Plan* provides enough zoned capacity to meet expected housing needs over the next 20 years. However, the *2035 Comprehensive Plan* also highlights and addresses the need for more housing in the range between the single-family houses and units in larger multi-family or mixed-use buildings. There is growing demand for greater housing supply and choice in terms of price, size, location, tenure options and accessibility.

- Less expensive. Creating more middle housing opportunities with the plan may help relieve some price pressure. Generally, these forms of housing can be built using wood frame

construction methods. They are less expensive to build than 4-6 story mixed use buildings, and are more land-efficient than detached single family homes. Middle housing can also serve as a transition between denser mixed-use development and abutting single dwelling neighborhoods.

- Home ownership. Although home ownership is generally beyond the reach of the lowest income groups, there is also a challenge in supplying enough entry-level homes to meet expected demand. Most of the City’s single-family supply is single-family lots in the 5,000-7,000 square foot range, while most of the expected demand over the next 20 years is for more affordable lots in the 1,600 to 4,000 square foot range. Much of the available land for additional single-family construction is in East Portland and outer Southwest Portland, while demand is highest in the inner most neighborhoods. Construction of more attached homes could help meet this demand.
- Access to complete communities. The *2035 Comprehensive Plan* promotes compact development within walking distance of neighborhood and town center locations. To achieve our “complete neighborhood” goals, we want to be able to have about 3,500 to 7,000 households within a walkable ½-mile distance of our commercial main streets. Many centers are not yet to this level of density. Zoning for more attached housing options near the edges of the identified centers could be a way to help achieve that goal.
- Choice. There is demand for greater range of housing types that are adaptable to different life stages, and multigenerational living. Surveys have also suggested that many apartment dwellers would prefer to live in their own home, if they can afford it. While it is prudent to supply enough multifamily housing to meet rising demand for that housing type, it may also be desirable to provide other options.

Opponents of policy 5.6 viewed the policy as effectively re-zoning land. In adopting this policy, the Council made it clear that they disagreed with this argument. The Council expressed an expectation that staff will carry out a subsequent planning project to determine where re-zoning to accommodate this middle housing would be appropriate, and that this future project will include public notice to impacted properties, and opportunities for public discussion and comment. The policy is directive, but does not by itself rezone property. The phrase “where appropriate” is intended to mean that a variety of land suitability factors and other plan policies will be weighed to determine where land should be rezoned to allow for middle housing to be developed.

A number of policies aim to expand the implementation toolbox and create a larger pool of regulated affordable housing:

Policy 5.17 Land banking. Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

Policy 5.26 Regulated affordable housing target. Strive to produce and fund at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.

Policy 5.35 Inclusionary housing. Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing. Work to remove regulatory barriers that prevent the use of such tools.

These policies are aligned with the intent of Goal 10 because they promote maintaining housing supply and capacity, increasing housing choice, and maintaining affordability. They also direct address and further fair housing obligations.

A future ordinance, for periodic review Task V, will consider necessary changes to zoning codes, and will meet Goal 10 and statutory requirements clear and objective standards for needed housing.

Metropolitan Housing Rule

The Metropolitan Housing Rule (OAR 660-007-0035) states that cities “***must provide for an overall density of ten or more dwelling units per net buildable acre***”. This applies to land within the Urban Growth Boundary⁴. Buildable is defined to include vacant and redevelopable land, excluding land constrained by natural hazards, steep slopes, or land subject to natural resource protection measures.

In practice most residential development in Portland occurs on land designated for mixed use development. The rule also allows consideration of mixed use areas as “residentially-designated” (OAR 660-07-0018 (1)). The Metropolitan Housing Rule applies only to new construction on vacant and re-developable land. Including mixed use designations, and residential designations, the Buildable Lands Inventory contains about 11,500 acres of residentially-designated vacant and re-developable land. The *2035 Comprehensive Plan Map* allows a zoned-capacity of about 247,000 additional dwellings on that land. This equates to an allowed overall residential density of about 21 du/acre on this land, without excluding the kind of natural resource or other constraints that the rule allows to be excluded.

Of the 11,500 acres of residentially-designated vacant and re-developable land, approximately 4,450 of those acres are sites with slopes over 25%, within a landslide hazard area, within the 100-year floodplain, or within an environmental conservation or protection overlay (Portland’s acknowledged Goal 5 program). Those types of excludable lands together have a residential capacity of about 12,250 units. Excluding these sites from the Metropolitan Housing Rule calculations leaves 7,050 acres of remaining vacant or re-developable land, with a residential capacity of 234,750 new dwellings. This equates to about 33 du/acre⁵.

⁴ Because Portland was incorporated before the creation of the UGB, there is a small area (about 440 acres) of residentially-zoned land in Portland that is outside the UGB, which is zoned for rural farm and forest uses with a 20-acre minimum lot size. This land has been excluded from the analysis of this section.

⁵ Excluding mixed use designations, this number is 14 du/acre.

As a result, the *2035 Comprehensive Plan* complies with this rule.

Goal 10 Conclusions

For the reasons stated above this ordinance meets all applicable requirements of Goal 10. The City complies with the single-dwelling to multi-dwelling capacity ratio requirement of Goal 10. The *2035 Comprehensive Plan Map* provides a City supply of residential land sufficient to meet identified housing needs within the meaning of ORS 197.307(3), Goal 10 and OAR Chapter 660, Division 7. The *2035 Comprehensive Plan* provides a wide range of allowed housing types, at a variety for allowed densities. As a result, the 2035 housing mix is expected to be more diverse than it is today. Recommended housing policies are consistent with Goal 10 because they address maintaining housing supply and capacity, increasing housing choice, and maintaining affordability.

Task V will address clear and objective standards for needed housing.

Statewide Planning Goal 11 Findings

Goal 11. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Statewide Planning Goal 11, Public Facilities, requires cities to adopt and update public facilities plans. Public facilities plans ensure that urban development is guided and supported by types and levels of water, sewer and transportation facilities appropriate for the needs and requirements of the urban areas to be serviced, and that those facilities and services are provided in a timely, orderly and efficient arrangement.

Goal 11 requires several components for a public facilities plan. The City adopted the first requirement by Ordinance No. 185657:

- An inventory and general assessment of the condition of exiting public facility systems needed to support at least the existing land uses designated in the acknowledged comprehensive plan.

Goal 11 facility plan requirements adopted by a companion ordinance adopted the same date as this ordinance include:

- A list of the significant public facility projects which are to support the land uses designated in the acknowledged comprehensive plan, including public facility project descriptions or specifications of these projects as necessary;
- Rough cost estimates of each public facility project;
- A map or written description of each public facility project's general location or service area;
- Policy statement(s) or urban growth management agreement identifying the provider of each public facility system.
- An estimate of when each facility project will be needed; and
- A discussion of the provider's existing funding mechanisms and the ability of these and possible new mechanisms to fund the development of each public facility project or system.

This ordinance adopts policy statements in addition to those adopted by the companion ordinance. Chapter 8 of the *2035 Comprehensive Plan* contains 120 public facilities and service policies. The following policies directly address Goal 11 requirements.

Policy 8.1 Urban services boundary. Maintain an Urban Services Boundary for the City of Portland that is consistent with the regional urban growth policy, in cooperation with neighboring jurisdictions. The Urban Services Boundary is shown on the *2035 Comprehensive Plan Map*.

Policy 8.2 Rural, urbanizable, and urban public facility needs. Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. See Figure 8-1 — Urban, Urbanizable, and Rural Lands.

Policy 8.3 Urban service delivery. Provide the following public facilities and services at urban levels of service to urban lands within the City’s boundaries of incorporation:

- Public rights-of-way, streets, and public trails
- Sanitary sewers and wastewater treatment
- Stormwater management and conveyance
- Flood management
- Protection of the waterways of the state
- Water supply
- Police, fire, and emergency response
- Parks, natural areas, and recreation
- Solid waste regulation

Policy 8.6 Interagency coordination. Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary to ensure effective and efficient service delivery. See Policy 8.3 for the list of services included. Such jurisdictions and agencies include, but may not be limited to:

- Multnomah County for transportation facilities and public safety.
- State of Oregon for transportation and parks facilities and services.
- TriMet for public transit facilities and services.
- Port of Portland for air and marine facilities and services.
- Metro for regional parks and natural areas, and for solid waste, composting, and recycling facilities and transfer stations.
- Gresham, Milwaukie, Clackamas County Service District #1, and Clean Water Services for sanitary sewer conveyance and treatment.
- Multnomah County Drainage District No. 1, Peninsula Drainage District No 1, and Peninsula Drainage District No. 2 for stormwater management and conveyance, and for flood mitigation, protection, and control.
- Rockwood People’s Utility District; Sunrise Water Authority; and the Burlington, Tualatin Valley, Valley View, West Slope, Palatine Hill, Alto Park, and Clackamas River Water Districts for water distribution.

- Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale school districts for public education, park, trail, and recreational facilities.

Policy 8.17 Services outside the city limits. Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside city limits, except in cases where the City has agreements or contracts in place.

Policy 8.18 Service district expansion. Prohibit service district expansion or creation within the City's Urban Services Boundary without the City's expressed consent.

Policy 8.19 Rural service delivery. Provide the public facilities and services identified in Policy 8.3 in rural areas only at levels necessary to support designated rural residential land uses and protect public health and safety. Prohibit sanitary sewer extensions into rural land and limit other urban services

For the reasons stated above, all applicable "policy statement" requirements of Goal 11 have been met by this ordinance.

Statewide Planning Goal 12 Findings

Goal 12. To provide and encourage a safe, convenient and economic transportation system

Goal 12, Background

Statewide Planning Goal 12, Transportation, requires Portland to adopt a *Transportation System Plan (TSP)* that supports safe, convenient and economical movement of people and goods, and supports a pattern of travel that will avoid air pollution, traffic and livability problems. Parts but not all of the City's *TSP* have to be adopted as part of the *Comprehensive Plan*.

All cities are required to provide safe and convenient motor vehicle, pedestrian and bicycle travel on a well-connected network of streets. Larger cities are required to provide for transit service and to promote more efficient performance of existing transportation facilities through transportation system management and demand management measures.

A key objective of Goal 12 (and associated administrative rules) is to reduce reliance on single occupancy automobile use, particularly during the morning and afternoon commutes. To accomplish this, the Goal requires street connectivity and land use patterns, "that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs."

The Goal allows the recognition that some parts of the City, such as downtown, pedestrian districts, transit-oriented developments and other mixed-use, pedestrian-friendly centers, are highly convenient for a variety of modes, including walking, bicycling and transit, while others parts of the City are be more auto-oriented. Nevertheless, the objective for the City as a whole, is to "avoid principal reliance upon any one mode of transportation."

General Policy Consistency

Chapters 3, 8 and 9 of the *2035 Comprehensive Plan* contain more than 100 policies, which together, call for the development of a TSP that will meet or exceed the requirements of Goal 12. Several policies that specifically advance the intent of Goal 12 are described below. These policies encourage a more walkable city, establish multimodal service standards, encourage a well-connected network of streets, reduce reliance on single occupant automobile use, increase the use of other modes of transportation, and expand the use transportation demand management tools.

Chapter 3

Policy 3.33 Housing. Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.

Policy 3.37 Housing. Provide for a wide range of housing types in Neighborhood Centers, which are intended to generally be larger in scale than the surrounding residential areas, but smaller than Town Centers. There should be sufficient zoning capacity within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.

Policy 3.44 Active transportation. Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

Policy 3.46 Connections. Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.

Policy 3.49 Integrated land use and mobility. Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.

Policy 3.51 Mobility corridors. Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.

Policy 3.54 Transit-oriented development. Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations.

Policy 3.63 Multiple benefits. Design City Greenways that provide multiple benefits that

contribute to Portland's pedestrian, bicycle, green infrastructure, and parks and open space systems.

Chapter 8

Policy 8.39 Interconnected network. Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.

Policy 8.40 Transportation function. Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the designated street classification.

Policy 8.51 Right-of-way vacations. Maintain rights-of-way if there is an established existing or future need for them, such as for transportation facilities or for other public functions established in Policies 8.39 to 8.46.

Policy 8.53 Public trails. Establish, improve, and maintain a citywide system of local and regional public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.

Chapter 9

Policy 9.5 Mode share goals and Vehicle Miles Travelled (VMT) reduction. Increase the share of trips made using active and low-carbon transportation modes. Reduce VMT to achieve targets set in the most current Climate Action Plan and Transportation System Plan, and meet or exceed Metro's mode share and VMT targets.

Policy 9.11 Land use and transportation coordination. Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

Policy 9.17 Pedestrian transportation. Encourage walking as the most attractive mode of transportation for most short trips, within and to centers, corridors, and major destinations, and as a means for accessing transit.

Policy 9.20 Bicycle transportation. Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.

Policy 9.22 Public transportation. Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.

Policy 9.38 Automobile transportation. Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and

negative impacts of private automobiles on the environment and human health.

Policy 9.47 Connectivity. Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7.

Policy 9.49 Performance measures. Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.

Policy 9.50 Regional congestion management. Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness.

9.50.a. Create a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system.

9.50.b. In the interim, use the deficiency thresholds and operating standards of the Regional Mobility Policy, in Figure 9-4, for evaluation of impacts to state facilities and the regional arterial and throughway network.

Policy 9.53 New development. Create and maintain TDM regulations and services that prevent and reduce traffic and parking impacts from new development and redevelopment. Encourage coordinated area-wide delivery of TDM programs. Monitor and improve the performance of private-sector TDM programs.

Policy 9.55 Parking management. Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and air quality. Implement strategies that reduce demand for new parking and private vehicle ownership, and that help maintain optimal parking occupancy and availability.

Policy 9.58 Off-street parking. Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand. Strive to provide adequate but not excessive off-street parking where needed, consistent with the

preceding practices.

Identification of Needs Analysis and Coordination

The City's *TSP* must be based on an inventory of local, regional and state transportation needs, consider all modes of transportation, and consider the different consequences that would result from utilizing differing combinations of transportation modes (an alternatives analysis). The City's *TSP* must also contain measures to minimize the adverse impacts of transportation, conserve energy, and meet the needs of individuals who have difficulty in obtaining transportation because of their age, income, physical or mental disability.

Goal 12 requires the City's *TSP* to be coordinated and consistent with the *Oregon Transportation Plan*, state modal plans such as the *Oregon Highway Plan*, and Metro's *Regional Transportation Plan* and *Regional Transportation Functional Plan* (addressed below). OAR 660-012-015 through 0060 below provide more specific guidance.

Goal 12 Conclusions

For the reasons stated below the City has met the relevant requirements of Goal 12 and the TPR, necessary to adopt new land use map and policies, and to lay the groundwork for the complete *TSP* update.

These reasons include:

- Recognition, acceptance and accommodation of the population and employment forecast and distribution issued by Metro under ORS 195.036. Pursuant to Portland's periodic review work order, this is approximately 123,000 new households and 142,000 new jobs (2010-2035)⁶.
- A new *2035 Comprehensive Plan Map* carrying out and enhancing the spatial development pattern established by the *Region 2040 Growth Concept*, and furthering land use patterns "that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs" within the meaning of Goal 12 and the TPR (this is discussed in response to 660-012-0035).
- *2035 Comprehensive Plan* policies sufficient to guide the completion of the TSP (discussed above).
- An adequate list of transportation projects and programs (this is discussed in response to OAR 660-012-040).

The Transportation Planning Rule (OAR 660-0012) sets forth specific requirements for consistency with Statewide Planning Goal 12, and will be addressed below.

Transportation Planning Rule, OAR 660-012

The rules below implement Goal 12. Findings against these rules document further details of

⁶ Metro Council Ordinance No. 12-1292A, November 29, 2012.

Goal 12 compliance.

OAR 660-012-0015 and 0016 - Preparation and Coordination of Transportation System Plans, and Coordination with Federally-Required Regional Transportation Plans in Metropolitan Areas

These rules require coordination with the state and regional transportation plans (such as the *Oregon Highway Plan* and the *Regional Transportation Plan*), and with other transportation providers. Statewide Planning Goal 2 also requires such coordination. The *2035 Comprehensive Plan* and *TSP* are consistent with this rule because the City developed the *2035 Comprehensive Plan Map* and *TSP* project list in cooperation Metro, the Oregon Department of Transportation, and Trimet.

Specific coordination included:

- Metro Regional Transportation Model: The City employed Metro's regional travel model to assess transportation impacts of different spatial distributions of future jobs and housing resulting from continued utilization of the existing plan map and the new map (details described above).
- Trimet Service Enhancement Plans (aka The Future of Transit): The City has participated in Trimet's current work to update its long term service plans. This Trimet planning process has been occurring contemporaneously with the Portland's periodic review work plan. Trimet's current proposals reflect City input, including input from the City's Planning and Sustainability Commission (in a work session on March 10, 2015). In particular, the City and Trimet have jointly recommended several service improvements in outer East Portland, on 122nd, 142, and 162nd Avenues. These improvements are planned intended with sidewalk and related safety improvements on these streets, in the recommended *TSP* project list.

The City has also signed a joint Letter of Intent (signed September 1, 2015) outlining future transit service related work plans. Due to the capital improvement focus of public facilities planning, comprehensive plans typically focus on physical transit improvements, like light rail improvements, sidewalks, or shelters, rather than on levels of bus service. This letter of intent reflects the fact that Portland's land use pattern is dependent on the stability and future expansion of Trimet's bus service. The letter outlines the intent to develop future service agreements or MOUs that tie bus service future improvements to land use benchmarks and City progress on supportive facilities like sidewalk or safety improvements that improve access to transit.

- *RTP* Project List: The City and Metro have coordinated to ensure general consistency of the local *TSP* project list with the most recent adopted *Regional Transportation Plan*. The recommended *TSP* project list generally includes all projects that are part of the regional plan (including those identified by the Port, ODOT and Trimet). Portland participated in the last update to the *RTP*, in 2014, and is participating in the forthcoming 2018 update. Because the 2014 *RTP* update occurred at a time when Portland's *2035 Comprehensive Plan* and *TSP* were still in draft form, the regional project list and the project list in Portland's new *TSP* must be reconciled with the regional plan. Since the 2014 regional *TSP* update, Portland has

refined its streetcar plans, and as a result, there is a different package of projects in the new TSP. Portland's TSP has also removed or modified several projects from its TSP that are still in the regional RTP – primarily as a result of updated expectations about West Hayden Island annexation. In addition, while both the regional and local TSPs still include the Columbia River Crossing, there is substantial uncertainty about the timing of that project (for reasons beyond the control of the City). The City's TSP therefore makes different assumptions about the timing of changes to the Interstate Bridge. The City expects to reconcile these differences in the 2018 regional RTP update.

- *Oregon Highway Plan* Policy 1.F Mobility Targets: The City has worked closely with ODOT to evaluate the adequacy of the TSP and the impacts of 2035 *Comprehensive Plan* changes on the state highway system. ODOT has participated as a technical advisor during the modelling process described above, and during the development of policies and project lists. Several staff work sessions occurred to identify locations of concern, based on transportation modelling results. Specific findings related to the *Oregon Highway Plan* are below.
- Central City MMA: ODOT and City staff have developed a draft agreement to implement a Multimodal Mixed Use Transportation Area (MMA) designation within the Central City, consistent with provisions in the *Oregon Highway Plan*. This agreement has not yet been adopted, but the 2035 *Comprehensive Plan* includes draft policy reflecting this intent (Comprehensive Plan Policy 9.51 Central City Multimodal Mixed Use Transportation Area (MMA)). The MMA designation and associated agreement will be adopted as part of the *Central City 2035 Plan*.

OAR 660-012-0020 - Elements of Transportation System Plans

This section of the rule requires that the TSP establish a coordinated network of transportation facilities and services adequate to serve state, regional, and local transportation needs, and identifies the required elements of a TSP. The table below summarizes the required elements, and identifies where they are addressed.

TPR – Table 1. TSP Elements

Element	Status
A determination of transportation needs and evaluation of alternatives.	See findings for OAR 660-012-0030 and 0035.
A road plan for a system of arterials and collectors and standards for the layout of local streets and other important non-collector street connections.	Existing acknowledged street classification maps and policies, which are not being amended with this ordinance. Street classification amendments are proposed with Stage 2 of the <i>TSP</i> , which will be completed with periodic review Task V.
A transit, bicycle and pedestrian plan	Existing adopted modal plans, which are not being amended with this ordinance. The <i>TSP</i> project list includes incorporating projects developed with the <i>Bicycle Plan for 2030</i> . The <i>TSP</i> project list is consistent with the regional <i>High Capacity Transit Plan</i> , and contains projects to support Trimet’s transit system plans. A letter of intent outlines steps to further joint planning with Trimet.
An air, rail, water and pipeline transportation plan which identifies airports, railroads, ports, and major regional pipelines and terminals.	The existing adopted <i>Freight Master Plan</i> and <i>PDX Airport Futures Plan</i> . Plan policies aimed at protecting harbor access lands within Industrial Sanctuary. <i>TSP</i> project list contains harbor and rail projects recommended by the Port of Portland, and regional rail freight studies.
A plan for transportation system management and demand management.	New TDM programs are proposed with Stage 2 of the <i>TSP</i> , which will be completed with periodic review Task V.
A parking plan.	New parking management programs are proposed with Stage 2 of the <i>TSP</i> , which will be completed with periodic review Task V.
Policies and land use regulations for implementing the <i>TSP</i> .	The <i>2035 Comprehensive Plan</i> incorporates new Transportation and Public Facilities policies. See findings in response to Goal 12 above.
A transportation financing program.	See findings for OAR 660-012-0040

Required needs assessment and analysis of alternatives have been completed as described in findings responding to OAR 660-012-030 and 035. This ordinance adopts several elements of a new *TSP*, in conjunction with the *2035 Comprehensive Plan*: transportation policies, a transportation financing plan, and a list roadway, bike, pedestrian, and transit projects. These products are also a part of a new public facilities plan (called the *Citywide Systems Plan*) and *List of Significant Projects*, and are being adopted under the framework of Goal 11. Public Facilities and Services. These items constitute Stage 1 of the City's new *TSP*.

The City already has local street connectivity requirements in Code (City Code 33.654, 17.82, 17.88). Stage 2 of the new *TSP* was recommended by the Planning and Sustainability Commission in April 2016, and includes updated street classification maps and descriptions (primarily related to bicycle classifications and urban design), updates to planning objectives that elaborate on many of the policies, further refinement of system performance measures (which are referenced in Policy 9.48), updates to the list of refinement plans and studies, parking management policies and programs for Centers and Corridors, and changes to implementing regulations in Title 17. New parking management programs and TDM programs are also proposed. This phase will be considered by the City in late 2016, as part of periodic review Task V.

The resulting assembly of the above-described Stage 1 and Stage 2 elements, combined with existing *TSP* elements which are not being amended (notably the various modal plans, and street design standards), will constitute a *TSP* containing the elements required by OAR 660-012-020. The pending *Central City 2035 Plan* includes new street classifications, parking management, and a district-specific *TSP* project list for the Central City. It will be adopted as a post-acknowledgement plan amendment.

The final stage (Stage 3) of the *TSP* will occur as a post-acknowledgement plan amendment, and may include further updates to geographically-specific policies and objectives, and other adjustments to ensure ongoing *RTP* compliance (such as reconciliation with the 2018 *RTP*).

OAR 660-012-0030 - Determination of Transportation Needs

This rule requires *TSPs* to be based, in part, on an assessment of state, regional, and local transportation needs; needs of the transportation disadvantaged; and needs for movement of goods and services to support industrial and commercial development planned for pursuant to Statewide Planning Goal 8 (Economic Development) Needs are defined in OAR 660-012-0005 as:

“Estimates of the movement of people and goods consistent with acknowledged comprehensive plan and the requirements of this rule. Needs are typically based on projections of future travel demand resulting from a continuation of current trends as modified by policy objectives, including those expressed in Goal 12 and this rule, especially those for avoiding principal reliance on any one mode of transportation.”

The conducted an analysis of motor vehicle mobility (volume to capacity ratios) in collaboration with Metro and ODOT. Based on this analysis, several segments of state highways were identified that do not meet *OHP* mobility standards, even with planned projects in place. These are addressed in more detail later under findings for compliance with the *Oregon Highway Plan*.

The City's proposed approach for addressing these unmet state needs is to conduct a refinement plan as defined in section -0025(3) of the TPR. This is described in detail below in response to 0035.

In addition, the City has adopted a variety of plans, reports and studies that together comprise the City's transportation needs assessment. This includes:

- *Columbia Multimodal Corridor Study* (2012)
- *Portland Bicycle Plan for 2030* (2010)
- *Infrastructure Condition and Capacity Report* (2009)
- *Central Portland Transportation Plan Assessment* (2009)
- *Portland Streetcar System Concept Plan* (2009)
- *Portland Freight Master Plan* (2006)
- *Portland Pedestrian Master Plan* (1998)
- *Portland Traffic Safety Report* (2016)
- *High Crash Corridor Map, 2008 to 2012*
- *Regional Trails and Greenway Map* (2014)
- *Multimodal System Completeness, A strategy for Measuring and Building Portland's Transportation System* (2015)
- *Alternative Mobility Standards and Performance Measures* (2012)
- *Citywide Systems Plan* (2015)
- *Growth Scenarios Report* (2015)

Regional Travel Demand Model and Analysis

To support this analysis, the City coordinated with Metro to run the Regional Travel Demand Model. As a baseline for this modelling exercise, the City used the adopted 2035 Financially Constrained RTP project list (adopted 2010, based on the City's 2007 TSP), the adopted 2012 *Metro Urban Growth Report* jobs and housing forecast for 2035, and the subsequent RTP allocation of households and jobs to Metro Traffic Analysis Zones (TAZs)⁷. The performance of other subsequent model results was compared with this baseline outcome.

The Regional Travel Demand Model was run 3 three times, with additional supplemental City analysis⁸. In each case, this analysis compares expected performance of the planned transportation system in 2035.

- The first model run measured the impact of staff-proposed land use changes, while holding planned transportation improvements constant per the current adopted City TSP.

⁷ This allocation was made using land use assumptions from the current adopted Comprehensive Plan.

⁸ A more detailed description of modelling methods is found in a memo to City Council dated April 18, 2016.

- The second run added the staff-proposed revised *TSP* project list⁹, to measure the impact of project list changes in isolation.
- The third model run had the same parameters as the second, but using the updated land use and project recommendations from the Planning and Sustainability Commission.

OAR 660-012-0035 - Evaluation and Selection of Transportation System Alternatives

This rule requires TSP to be based upon evaluation of potential impacts of system alternatives. This includes improvements, system management measures, demand management, and land use alternatives. TSPs must also be designed to achieve adopted standards for increasing transportation choices and reducing reliance on the automobile.

To fulfill the requirement to consider alternatives, the City evaluated the transportation impacts of the existing *Comprehensive Plan* and *TSP*, the *2035 Comprehensive Plan* and *TSP*, and several other hypothetical alternative growth management strategies. This information was published and presented to decision-makers in the *Growth Scenarios Report*. A number of evaluation criteria were used, consistent with the requirements of the periodic review work plan (Task III). Among these evaluation criteria were several transportation-related measures:

- Access to frequent transit
- Access to low-stress bikeways
- Vehicle miles traveled (VMT)
- Commute mode share (drive alone, carpool, transit, bike, walk, etc.)
- Greenhouse gas/carbon emissions

Vehicle volume to capacity ratios were also calculated to, based on modeling described above, to evaluate compliance with the *Oregon Highway Plan* and *Regional Transportation Functional Plan (RTFP)*. The City must demonstrate that solutions (projects and programs) “will achieve progress towards those targets and standards.” (Metro Code, 3.08.230.A). A summary of the conclusions of this analysis is below.

Access to frequent transit: The City estimated the percentage of households that will be within ¼ mile of frequent transit routes in 2035 (generally those with 20 minute headways or better). The existing *Comprehensive Plan* and transportation system is expected to increase this percentage from 47% to 53% by 2035. Other land use scenarios examined resulted in 53% - 55% of households being within ¼ mile of frequent transit. The *2035 Comprehensive Plan* increases this percentage to 62%. The proposed addition of north/south frequent transit on 122nd Avenue contributed the most to increasing access to frequent transit by filling in transit gap areas in East Portland. This analysis is found on pages 58 and 59 of the *Growth Scenario Report*.

Access to low-stress bikeways: The City estimated the percentage of households that will be

⁹ The “project list” is the list of improvements that define the planned modes, functions, capacities, and general locations of improvements to the transportation system. In *RTFP* terms, the project list is the list of “solutions” or strategies (defined in 3.08.220) to meet “needs” identified pursuant to *RTFP* 3.08. 110 through 160 and 3.08.210.

within ¼ mile of “low-stress” bikeways in 2035 (generally those bikeways with low vehicle traffic or more protected bike facilities). The existing *Comprehensive Plan* and transit system will increase this percentage from 56% to 62%. Several other land use scenarios lead to similar results (61% to 63%). The *2035 Comprehensive Plan* increases this percentage to 72%. The bike projects in the recommended TSP project list provides a 16 percent increase over the 2010 benchmark. While low-stress bike projects in the TSP are located across Portland, the biggest increase in performance is from the emphasis on expanding the network in East Portland, along with St. Johns and parts of Northeast Portland. This analysis is found on pages 60 and 61 of the *Growth Scenario Report*.

Vehicle miles traveled (VMT): VMT is reported as a total number of miles per weekday. The City’s *Climate Action Plan* set a target of reducing 2030 per capita daily vehicle miles traveled by 30 percent from 2008 levels. With the current *Comprehensive Plan*, model results suggested that by 2035 total daily VMT increases by 25 to 30 percent, but not as fast as the household or employment growth rates (33 and 43 percent, respectively). The result is a 2% reduction in VMT per capita by 2035. Other land use scenarios studied did not have significantly different results¹⁰. The *2035 Comprehensive Plan* performs better and shows an 8% reduction in per capita VMT.

Consultants have suggested the Regional Travel Demand Model may not be able to model some of the benefits that may come from more robust Transportation Demand Management (TDM) programs and small scale bike improvements. Post-modelling analysis suggests that as much as a 27% VMT reduction per capita may possible with the recommended bike improvements and TDM measures¹¹.

Several factors contribute to this performance gain:

- Additional transit improvements in East Portland, better connecting that population to jobs in the Columbia Corridor.
- Extensive investment in bike and pedestrian safety improvements in outer East Portland.
- Land use plans that shift more growth to the Central City and nearby corridors.
- Additional policy emphasis on parking management and Transportation Demand Management (TDM) requirements – particularly with campus institutions, large employers, and new residential development. The second and third model runs included additional post-modelling technical analysis to quantify the impact of this policy, which is not fully factored into the regional model.
- A more balanced household to employment ratio in Portland that generates shorter trip distances.
- A post-recession shift of development from the suburbs to more compact urban areas in Portland. The 2014 and 2015 modelling uses more up-to-date data on actual 2010-2014

¹⁰ This analysis is found on page 62 of the *Growth Scenario Report*.

¹¹ Fehr and Peers Memorandum, May 31, 2015

population changes, rather than using earlier planning projections. As a result, there are fewer trips from suburban locations than anticipated in Metro's baseline scenario.

Mode share: In 2010 about 81% of all trips were taken in an automobile (including both single occupancy and carpooling). With the current *Comprehensive Plan*, model results suggested that by 2035 this percentage could drop to 76%. Other land use scenarios examined by the City resulted in shifts of 1% to 5% relative to 2010¹². Based on modelling results, the 2035 *Comprehensive Plan* performs better and reduces the percentage of all trips taken in an automobile to 74%¹³. Post-modelling analysis suggests that this number could be as low as 64%¹⁴, if the impact of bicycle network investments and TDM programs are fully accounted for. Single occupancy vehicle mode share declines with the 2035 *Comprehensive Plan*, while bicycle, walking, and transit mode shares increase. This change is driven by the same factors noted above that contribute to VMT reduction described above.

The *Portland Plan* set an aggressive objective that 70% of commuters use transit or active transportation (biking, walking), carpool, or work from home. This modelling analysis includes all types of trips, so it is not directly comparable to the model result. The modelling, however, suggests that the recommended plan is moving this metric in the right direction, toward that *Portland Plan* goal.

Greenhouse gas/carbon emissions: Portland and Multnomah County have achieved considerable success in limiting the growth of greenhouse gas or carbon emissions. Land use and transportation policies have resulted in almost no increase in emissions from transportation since 1990, despite a population increase of more than 25 percent. Overall, the *Climate Action Plan (CAP)* set the goal of an 80 percent reduction of all types of carbon emissions from 1990 levels by 2050. While the *CAP* identified strategies to reduce emissions from a wide range of sectors, the growth scenarios influence the carbon emissions related to transportation and residential buildings. The transportation portion of this reduction is directly related to the VMT measure describe above.

In 2010, transportation-related carbon emissions amounted to 2,231,000 metric tons/year. Improvements in vehicle fuel efficiency standards across all vehicle classes, a reduction of the carbon content of fuels, and regional land use plans result in a projected reduction in transportation-related carbon emissions to 1,149,000 metric tons/year, even with the existing *Comprehensive Plan*. Given the VMT measures described above, the 2035 *Comprehensive Plan* would further reduce emissions. Post-modelling analysis suggests that emissions could be as low as 934,000 metric tons/year, if the impact of bicycle network investments and TDM programs are fully accounted for¹⁵. This is still higher than the City's own *Climate Action Plan* target of 596,000 metric tons/year by 2050, but the trend is consistent with Goal 12.

Based on the modeling, analysis and investment plans described above, the 2035 *Comprehensive Plan* and *TSP* advances key objectives of Goal 12, including supporting a pattern of travel that

¹² This analysis is found on page 63 and 64 of the *Growth Scenario Report*.

¹³ Run 3 Model Results Summary - TSP Measures, dated 1/15/16

¹⁴ Fehr and Peers Memorandum, May 31, 2015

¹⁵ This analysis is found on page 65 of the *Growth Scenario Report*.

will avoid air pollution, reducing reliance on single occupancy automobile use, and making it more convenient for people to walk, bicycle, and use transit.

Land Use Patterns and Transportation

As described above, and in the *Growth Scenarios Report*, the City examined several different possible growth patterns. The *2035 Comprehensive Plan* is a “centers and corridors” pattern, with a heavy emphasis on continued growth in and around the Central City. The *2035 Comprehensive Plan* allows Portland to accommodate about 30,000 additional households within the Central City, and another 20,000 households in the other close-in centers, corridors and multifamily neighborhoods within walking distance of the Central City (referred to as the “Inner Ring” in policy). Significant growth capacity is also maintained adjacent to other major transit nodes and corridors, such as in Hollywood, Lents, Gateway, and along Interstate Avenue.

The *2035 Comprehensive Plan* describes a collection of Neighborhood and Town Centers, with specific growth objectives within ½ mile of those locations (Policies 3.33 and 3.37). These centers are located throughout the city, so that 80% of Portland households can be within a 10-minute walk of one of these centers by 2035.

With a strong central city and spatially distributed centers and corridors, the recommended land use pattern encourages shorter trips, makes it more convenient for people to walk, bicycle, use transit; and allows people to drive less to meet their daily needs.

0035 Conclusions

As described above, the *2035 Comprehensive Plan* and *TSP* will improve access to frequent transit and low-stress bikeways, relative to the current *Comprehensive Plan* and other alternatives considered. Model results suggest that the plan also enables a per capita reduction in VMT, and a reduction in the percentage of trips made by automobile.

The *2035 Comprehensive Plan* and *TSP* includes policies promoting a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system (Policy 9.50). Policies also encourage the use of emerging vehicle and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand (Policy 9.48). A system management approach has been emphasized over construction of new roadway capacity.

The *2035 Comprehensive Plan* and *TSP* supports this policy by promoting expanded emphasis on TDM approaches in Portland through both policy (Policies 9.52 to 9.54) and program development (the Transportation & Parking Demand Management (TDM) Program – TSP Project #10013). The City Council received some testimony that TDM measures are unproven and should therefore not be relied upon in the City’s plan. The Council rejected this argument because there is sufficient¹⁶ evidence that TDM can be effective¹⁶, and because as a matter of state and regional law, cities are required to employ these measures (OAR 660-012-0045 (5).b and 660-012-0035(4)). Similarly, there was testimony that the City should have policies that require

¹⁶ Fehr and Peers Memo, May 31, 2015

considerably more off-street parking with new development. The Council rejected this argument because such specific direction is more appropriate in zoning code regulations rather than policy (more appropriately a periodic review Task V topic), and because as a matter of state and regional law, the city is required to reduce the number of parking spaces per capita (OAR 660-012-0045 (5).c).

The 2035 *Comprehensive Plan* and *TSP* are consistent with OAR 660-012-0035 because the City evaluated the potential impacts of alternatives, including improvements, system management measures, demand management, and land use alternatives; and because the policies and the *TSP* project list is designed to increase transportation choices and reduce reliance on the automobile.

OAR 660-012-0040 - Transportation Financing Program

This rule requires TSPs to include a transportation financing program. The recommended *List of Significant Transportation Projects* (aka the “TSP Project List”) includes a twenty-year list of major projects, citywide programs, refinement plans and financial projections. Each project has an estimated timeframe, and a rough cost estimate. The program includes:

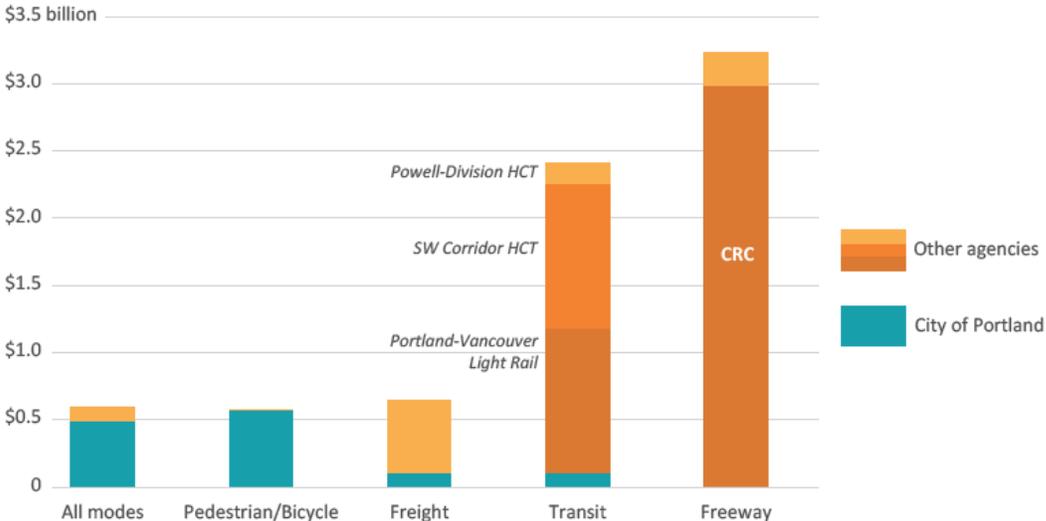
- Major projects: More than 200 major projects (those generally over \$500,000 estimated cost) that the City might be able to build with twenty years of reasonably aggressive revenues, including new local, state, and regional funding, and a list of major projects that could be funded under a more aggressive revenue assumption.
- Other agency projects: This is the list of 75 major transportation projects proposed to be led and primarily funded by agencies other than the City of Portland, such as ODOT, the Port of Portland, Multnomah County, or TriMet. The source for most of these projects is the *Regional Transportation Plan (RTP)*, adopted in 2014.
- Flexible programs: 10 citywide programs for bundling smaller projects (those generally under \$500,000 estimated cost), including many small projects from the City’s *2030 Bike Plan* and *Pedestrian Master Plan*. Programs have been allocated \$310 million within the financially-constrained plan.
- Refinement plans: Updates to the 2007 refinement plan list, plus studies added by the PSC, and an ODOT “hot spots” refinement plan. Additional refinement plans and studies will be recommended in the next round of *TSP* updates in fall 2015.
- Financial plan (per 0045): A new Finance Chapter for the *TSP*, including “constrained” (reasonably aggressive) and “unconstrained” (more aggressive) revenue forecasts. The financial plan identifies potential and likely revenue sources, with projections about how much may be available from each source in the 20 year planning period. Twenty-year revenue projections range from \$0.8 billion (existing revenue only) to \$2.1 billion (extensive new revenue). The financially constrained list is based on a mid-range revenue estimate of \$1.3 billion, which includes some new revenue. The major project list and recommended programs add up to \$1.6 billion, and the \$1.3 billion financially-constrained list is a subset of that list.

To prepare the project list, potential projects were evaluated based on a variety of criteria, including safety, neighborhood access, economic benefit, freight access, freight mobility, revitalization, health, equity, climate, cost effectiveness, and community support. Several of these evaluation criteria were linked to performance measures described in findings in response to 0035 above.¹⁷

The spending distribution of all projects by mode, including those funded by others, is shown below. As is evident from this chart, projects funded by other (federal, state, Port, railroads, etc.) are heavily concentrated in freeway, transit and freight categories. One project, the Columbia River Crossing, dominates the spending by others. This project is likely to be reviewed by regional decision-makers in the 2018 update of the TSP, but remains in the local TSP for the sake of maintaining conformance with the RTP. Several high capacity transit improvements also involve considerable expense by others. Portland’s spending is concentrated on multimodal corridor projects, and pedestrian/bicycle improvements.

TPR – Figure 1

Constrained investments (20-year) by mode and agency



¹⁷ TSP Major Projects Performance Report, March 2015

The 10 flexible programs noted above are listed in the table below.

TPR – Table 2, TSP Flexible Programs

Program Category	Amount (\$ millions)
Safe routes to schools	\$71.5
High crash corridors	\$67.1
Pedestrian network	\$42.2
Alternative street design	\$38
Bikeway network	\$24
Neighborhood greenways	\$19.5
Transportation demand management	\$19.5
Transit priority	\$9.5
Freight priority	\$9.5
Transportation system management	\$9.5
TOTAL	\$310.3

Consistent with Goal 12 and OAR 660-012-0035, both the major project list and program list emphasize actions that reduce reliance on single occupant automobile use, and increases alternative modes of transportation. Freight spending is primarily aimed at complementing the economic development policies, and making investments to allow more intensive use of a limited industrial land supply.

OAR 660-012-0045 – Implementation of the Transportation System Plan

The City zoning code and other implementing regulations complies with this section, and nothing in the current ordinance changes those measures.

OAR 660-012-0060 - Plan and Land Use Regulation Amendments

OAR 660-012-0060 is not applicable to this ordinance because the City is replacing its entire comprehensive plan along with a major update of its transportation system plan. OAR 660-012-0060 focuses on discrete, specific changes to an existing plan, not a wholesale change such as the one the City is making under its periodic review work program.

When a comprehensive plan and its associated transportation system plan are acknowledged to comply with Goal 12, the land uses allowed by the plan and the planned supporting transportation facilities are deemed to be in sufficient “balance¹⁸.” When the land use side of that equation, i.e. the comprehensive plan or zoning designations, are changed, the city must demonstrate that this balance can be maintained, as required by OAR 660-012-0060. During each major revision of, such as periodic review, plans are rebalanced to assure that existing and future land uses can be supported by existing and future transportation facilities.

Between these major revisions, local governments may amend their plans and land use regulations and designations though post-acknowledgement procedures. It is possible that one of

¹⁸ “Balance” is a paraphrase of OAR 660-012-0020(3)

these amendments, or a series of amendments in aggregate, could upset the balance achieved in the last major plan revision. OAR 660-012-0060 preserves balance between major revisions by requiring an examination of potential “significant effects” that might arise from a proposed plan or zoning amendment. Therefore, because this ordinance replaces the City’s existing *Comprehensive Plan* adopts a new *2035 Comprehensive Plan* and portions of an updated *Transportation System Plan*, this section is not applicable.

Nonetheless, OAR 660-012-0020 through 0040, which are applicable to this ordinance and addressed above, requires an analysis for plan revisions similar to that required for plan amendments by OAR 660-012-0060. Goal 2 also requires coordination with the *Oregon Highway Plan*. Accordingly, the Council’s findings include an analysis that considers the capacity of existing and committed facilities, the degree to which those capacities have been reached or surpassed on existing facilities, and the assumptions on which these capacities are based.

Oregon Highway Plan

Oregon Land Use Goal 2 and OAR 660-012-0015 requires that local plans be consistent with the Oregon Highway Plan.

Oregon Highway Plan Goal 1. System Definition.

To maintain and improve the safe and efficient movement of people and goods, and contribute to the health of Oregon’s local, regional, and statewide economies and livability of its communities.

Policy 1A, State Highway Classification System

Policy 1A establishes the state highway classification system. The *2035 Comprehensive Plan* does not yet include any roadway classification changes. Changes to the City’s classification system are pending as a component of periodic review Task V. Conformance with the state highway classification system will be addressed at that time.

Policy 1B, Land Use and Transportation

Policy 1B contains provisions for coordination of land use and transportation decision-making. The Land Use and Transportation Policy addresses the relationship between the highway and patterns of development both on and off the highway. It emphasizes development patterns that maintain state highways for regional and intercity mobility and supports compact development patterns that are less dependent on state highways than linear development for access and local circulation. Policy 1B recognizes that state highways serve as main streets of many communities, and strives to maintain a balance between serving those main streets and the through traveler. The policy also defines and allows for designation of special transportation areas (STAs) to better link intended land use in centers and main streets with how the state highway system is designed and managed. In the City of Portland, STAs have been designated along US30 Bypass in the St. Johns Town Center and along Macadam Avenue (OR 43) in the Central City.

By establishing a clear set of center and corridor designations, the *2035 Comprehensive Plan* provides a framework to guide future coordination with ODOT, by defining place-types and

related land use objectives.

Policy 1C, State Highway Freight System

Policy 1C addresses the State Highway Freight System. The purpose of this system is to facilitate the efficient and reliable interstate, intrastate, and regional truck movement through a designated freight system.

Within Portland, a number of state routes are part of this state-designated system, including all of the Interstate highways, US 30 in Northwest Portland, US 26/Sunset Highway, Or 213 on 82nd Avenue, US 30 Bypass through St. Johns up to MLK Blvd. on Lombard (which has an interim freight designation), and portions of OR 99E on MLK Blvd near Delta Park, and on SE McLoughlin Blvd south of the viaduct. The current TSP freight classifications are consistent with the OHP Freight designations. Changes to the City's street classification system are pending as a component of TSP stage 2 (periodic review Task V). Conformance with the state highway freight classification system will be addressed at that time.

The *2035 Comprehensive Plan* land use map generally supports this system through a more focused growth strategy that emphasizes centers and corridors. This strategy allows for more short trips and supports greater emphasis on walking, biking, and transit. Reduced reliance on automobile travel helps conserve road capacity for commercial and freight trips.

The formal designation of centers and corridors also provides greater long term certainty about where denser mixed use development will be allowed, and where it will not be allowed. Many of the streets that are part of the State Highway Freight System have not been designated as mixed use corridors, in order to support more efficient and reliable truck movement (US 30 Bypass/Lombard, OR99E/McLoughlin Blvd, US 30 in Northwest Portland, OR99E/MLK Blvd near Delta Park).

The *TSP* project list also includes significant investment in the state freight network. Examples include: McLoughlin Blvd Roadway Improvements (Project 70030); Columbia Blvd ITS (30008), I-84 Active Corridor Management (70078), Columbia/Alderwood Intersection Improvements (40032), and numerous road/rail overcrossings in the Columbia Blvd/Kenton Line corridor (30066, 40001, 40007, 40100, etc).

Mobility impacts are described later in these findings in response to Policy 1.F.

Policy 1D, Scenic Byways

Policy 1D addresses Scenic Byways. There are no state Scenic Byway designations within Portland. This policy is not applicable.

Policy 1E, Lifeline Routes

Policy 1E recognizes the critical role that some highway facilities, particularly bridges, play in emergency response and evacuation. ODOT works with local governments which are particularly susceptible to isolation by virtue of their limited highway access, to further define and map a networks of lifeline routes. The City of Portland and ODOT are parties to an

intergovernmental agreement adopted in 2006, which identifies emergency transportation routes within the Portland Metro region¹⁹. The agreement outlines post-earthquake damage assessment and coordination protocols for this network. The Major Emergency Response classification in the existing adopted *TSP* is consistent with the regional network identified with this agreement. The *2035 Comprehensive Plan* and updated *TSP* does not include any changes to the adopted emergency response classifications.

Policy 1F, Highway Mobility Policy

Policy 1F establishes mobility targets based on volume to capacity, “v/c,” ratios. These targets are “performance standards” within the meaning of Statewide Planning Goal 12, OAR 660-015-0000 (12), and the Transportation Planning Rule, OAR 660-012. The Policy 1F mobility targets only apply to state highways. It is the policy of the State of Oregon to use highway mobility standards to maintain acceptable and reliable levels of mobility on the state highway system. These standards identify state highway mobility performance expectations for planning and plan implementation, for evaluating the impacts on state highways of amendments to land use and transportation plans pursuant to the Transportation Planning Rule (OAR 660-12-060), and for guiding operational decisions.

The volume to capacity ratios in Table 7 of Policy 1.F apply to all state highway sections located within the Portland metropolitan area urban growth boundary. Table 7 generally specifies a maximum volume to capacity ratio of .99 for two-hour peak operating conditions through a 20-year horizon. Ratios of 1.1 are allowed for 1 hour on some routes, including:

- Within the Central City, Gateway, Town Centers, Main Streets, and Station Communities.
- Banfield Freeway/I-84 (from I-5 to I-205)
- I-5 North (from Marquam Bridge to Interstate Bridge)
- OR 99E (from Lincoln Street to OR 224 Interchange)
- Sunset Highway/US26 (from I-405 to Sylvan Interchange)
- Stadium Freeway/I-405 (from I-5 South to I-5 North)

Where it would be infeasible to meet these standards, the City may request that the Oregon Transportation Commission adopt alternative highway mobility targets and standards consistent with Action 1F3 of the OHP.

As noted above, the Regional Travel Demand Model was run 3 three times, with additional analysis by the City. The City coordinated review of transportation modeling results with ODOT. From these model results, impacts to state highway volume to capacity ratios was examined. Information was generated about the freeway system generally, as well as other “locations of concern” on state highways. ODOT staff reviewed model results with the City, as did Metro and Trimet staff. ODOT provided specific input related to locations of concern within the state system.

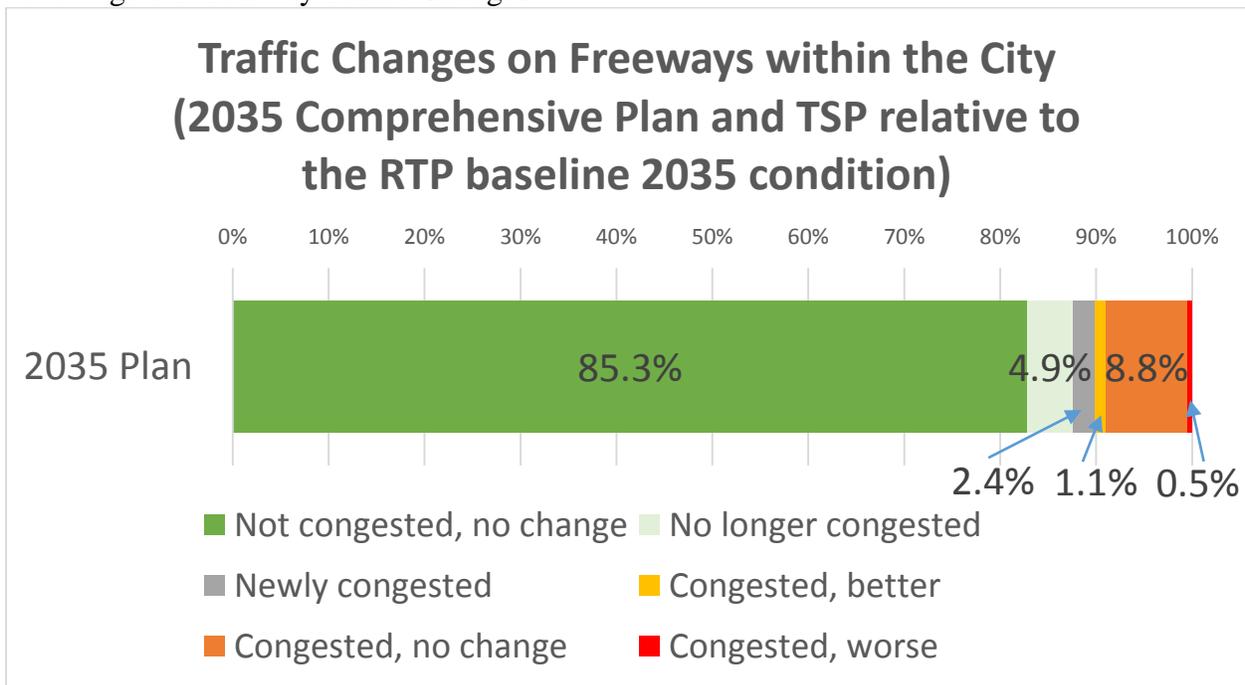
The chart below (Figure 1) was developed to understand the general impact of proposed land use changes on major state facilities (the freeway system). The data from modeling indicates that

¹⁹ Ordinance 180656.

95% of freeway miles will have similar levels of congestion with both the *RTP* baseline and the *2035 Comprehensive Plan*.

The conclusion reached from this data is that mobility problems are, for the most part, not attributable to changes in Portland’s *2035 Comprehensive Plan Map*, but are caused by increased population grown and the use of state highway segments within Portland for regional, exurban and intra-regional trips, which is consistent with their function, as defined in the *OHP* and *RTP*. These congestion problems noted are largely present in the baseline conditions expected in 2035, with or without proposed land use and investment changes in Portland. The specific locations that do not meet the targets (i.e. the unmet state needs) are discussed later in these findings. Figure 1

TPR- Figure 2. Freeway Traffic Changes



The proposed land use changes did not resolve nor make anticipated 2035 congestion worse. That said, Goal 12 contains no requirement to scale back the land use patterns “that make it more convenient for people to walk, bicycle, use transit, use automobile travel more efficiently, and drive less to meet their daily needs” in order to make room for more traffic originating outside the City. In other words the transportation system is supposed to support a livable city – nothing in Goal 12, the other Goals, the *RTP* or the *OHP* requires Portland to become a less livable place so that people living outside the City may drive though the City move conveniently. Accordingly, changes to the *2035 Comprehensive Plan Map* were not identified as a solution to noted problems. The appropriate identified solutions were plan policy, transportation improvement projects, and further refinement planning.

Another part of the solution are the transportation projects and programs identified in the July 14, 2015 TSP project list, as further amended by City Council. The list contains over 200 projects,

each costing more than \$500,000, that the City could build within twenty years based on reasonable “financially constrained” revenue assumptions. These projects and programs also help alleviate identified mobility problems on the state system by providing transportation alternatives and by reducing reliance on state highways for short, local trips.

To the extent mobility concerns are not fully addressed by plan policy, projects or programs, or combinations of any two or all three of these solutions, the *TSP* will include “refinement plans” designed to produce the necessary solutions.

Street-Specific Findings Related to Policy 1F

Tables 1 through 3 below identify the specific links within the state system that will not meet Policy 1.F mobility targets, based on the third model run²⁰. Table 4 identifies locations being monitored because congestion levels are close to exceeding mobility targets, because they are key locations in the network, or because there are other concerns (safety, etc.) that warrant monitoring. Many of the locations listed in these tables also do not meet the mobility targets with the current acknowledged *Comprehensive Plan* and *TSP*, as documented in baseline model results.

For each location, the tables identify the recommended project, study, or refinement plan associated with each location. These projects, plans, and studies provide a mechanism for more location-specific analysis, to identify the best way to make progress toward better meeting mobility targets in these locations. In many cases, the Recommended TSP also promotes demand-side remedies, such as stronger Transportation Demand Management (TDM) programs, parking management, and investment in other modes (pedestrian, bike, transit). The project list also includes a variety of investments in technology to better manage traffic flow (signal improvements, real time information systems, etc.). This approach is necessary because there are limited opportunities within Portland where road widening is a financially realistic option. The *Oregon Highway Plan* also allows for establishment of alternative performance measures, which may be appropriate in some of these locations.

²⁰ This information is taken from transportation modelling results maps and data tables provided to City Council in a memo dated April 18, 2016.

OHP - Table 1. Facilities within the Central City that fail to meet Policy 1.F (Table 7) V/C ratios from the *Oregon Highway Plan*

<u>Street/Road</u>	<u>Location</u>	<u>Response (Projects and Refinement Plans)</u>
I-405	Broadway exit and entrance ramps	MMA projects, CC2035 Plan, Project #20027, CC Loop Refinement Plan
I-405 NB	Between US 26 and Salmon	MMA projects, CC2035 Plan, CC Loop Refinement Plan
I-5 SB	Marquam Bridge approaching I-405 interchange	MMA projects, CC2035 Plan, CC Loop Refinement Plan
Junction of I-405 and US 26	Various ramps	MMA projects, CC2035 Plan, I-405 Safety Study
Junction of I-405 and I-5	Various ramps at east end of Freemont Bridge	MMA projects, CC2035 Plan, CC Loop Refinement Plan
I-405 NB	Kerby Street exit	MMA projects, CC2035 Plan, added light at Vancouver (project complete)
Junction of I-5 and I-84	Various ramps	MMA projects, CC2035 Plan, CC Loop Refinement Plan, Project #20119
US 26 (Sunset Hwy)	Vista Tunnel	MMA projects, CC2035 Plan
I-5 SB and NB	Various ramps connecting to and from Morrison Bridge	MMA, CC2035 Plan, CC Loop Refinement Plan
US 26 (Powell Blvd.)	Between Ross Island Bridge and Milwaukie Ave.	MMA projects, CC2035 Plan
Junction of US 26 (Powell Blvd.) and US 99E (McLoughlin)	ramp from Ross Island Bridge to McLoughlin Blvd. SB	MMA projects, CC2035 Plan, Projects #20050, 70030, 70045, 70078, 80040
US 26	Ross Island Bridge	MMA projects, CC2035, Project #80039, 80040
99E (SE Grand/MLK)	Viaduct from Lincoln to Powell	MMA projects, CC2035 Plan, Project #20050

Note: This table shows the performance of Central City locations with the 2035 *Comprehensive Plan* and *TSP*, but does not yet reflect the impact of land use or project list changes being proposed with the *Central City 2035 Plan*, which will be adopted as a post-acknowledgement Plan.

OHP - Table 2. Freeways and expressways outside the Central City that fail to meet Policy 1.F (Table 7) V/C ratios from the *Oregon Highway Plan*

<u>Street/Road</u>	<u>Location</u>	<u>Response (Projects and Refinement Plans)</u>
I-5 NB	frontage road near Burlingame Park at Terwilliger exit	Project #90089, SW Corridor
I-5 NB	Going to Ainsworth	Third Track Connector Study
I-5 NB	Marine Dr. to Interstate Bridge	Projects #30020, 30033, Hayden Island Access Study
I-5 SB	exit ramp to 99W/Tigard	Projects #90014, 90017, 90018, 90105, 90106, 90107, SW Corridor
I-84 EB	16 th to 32 nd	Project #70078
I-205 NB	I-84 to over Glenn Jackson Bridge	Interstate 205 Corridor Refinement Plan, Project #40046
Junction of I-205 and Airport Way	various ramps	Interstate 205 Corridor Refinement Plan
Junction of I-205 and NE Killingsworth	various ramps	Interstate 205 Corridor Refinement Plan, Project #40018
I-205 SB	Killingsworth to Prescott	Interstate 205 Corridor Refinement Plan
Junction of I-84 and I-205	various ramps	Interstate 205 Corridor Refinement Plan
I-205 SB	exit to SE Division	Interstate 205 Corridor Refinement Plan
I-205 SB	Powel to Foster	Interstate 205 Corridor Refinement Plan
I-205 NB	in vicinity of Flavel	Interstate 205 Corridor Refinement Plan
I-205 NB	exit ramp to SE Washington in Gateway	Interstate 205 Corridor Refinement Plan
OR 99-E (SE McLoughlin Boulevard)	Ross Island Bridge to Center	Project #70030, Portland-Milwaukie LRT, ODOT “Hot Spots” Refinement Plan.
OR 99-E (SE McLoughlin Boulevard)	Reedway to Tacoma	Projects #70030, 70076, Portland-Milwaukie LRT, ODOT “Hot Spots” Refinement Plan.

OHP - Table 3. Other ODOT facilities outside the Central City that that fail to meet Policy 1.F (Table 7) V/C ratios from the *Oregon Highway Plan*

<u>Street/Road</u>	<u>Location</u>	<u>Response (Projects and Refinement Plans)</u>
US 30 (NW Yeon)	NW Nicolai to NW 26 th	Project #60023
US 30 Bypass (N Ivanhoe, N Philidephia, N Lombard)	St Johns	Projects #30035, 30050
US 30 Bypass	St Johns Bridge, and NW Bridge Ave	North Willamette River Crossing Study
US 30 Bypass (N Lombard)	Westanna to Foss	Lombard Corridor Plan, Projects #30035, 30059
US 30 Bypass (NE Killingsworth)	70 th to 82 nd	ODOT “Hot Spot” Refinement Plan
North Portland Rd	at Marine Drive	Project #30038, Industrial Lands Access Study
US 26 (Powell Blvd.)	Ross Island Bridge to Chavez	Projects #80037, 80039, 80040, 70045
US 26 (Powell Blvd.)	I-205 to 112 th	Projects #80015, 80032, 80035, 80037
US 26 (Powell Blvd.)	136 th to 168 th	Projects #80015, 80032, 80037, 80035, ODOT “Hot Spots” Refinement Plan.
99W (SW Barbur)	Bancroft to OR 10 (Capital Hwy)	Projects #90014, 90017, 90018, 90105, 90106, 90107, SW Corridor
99W (SW Barbur)	at 65 th , I-5 Junction	Projects #90014, 90017, 90018, 90105, 90106, 90107, SW Corridor
OR 43 (SW Macadam)	Taylors Ferry to Sellwood Bridge	monitor
OR 43 (SW Macadam)	at Palatine Hill Rd	Project #90071

OHP - Table 4. Additional “Locations of Safety and Operations Concern” within the ODOT system

<u>Street/Road</u>	<u>Location</u>	<u>Response (Projects and Studies)</u>
US 30	St. Johns Bridge to Corn. Pass	monitor
I-405 SB	exit at Glisan/Everett, and NW 16 th	MMA projects, CC2035 Plan
SW Naito	Ross Island Bridge to Barbur	SW Corridor, Project #90060
OR 43 (SW Macadam)	Central City to Taylor’s Ferry	monitor
82 nd Avenue	at Division	Projects #40013, 80039, 80040
I-205 NB	at Washington, Glisan	Interstate 205 Study, Project #80041
US 30 Bypass (Lombard)	at Albina	Project #30035
US 30 Bypass (Sandy)	at 122 nd Ave	monitor

The *2035 Comprehensive Plan* and *TSP* meets Policy 1F because through modelling the City has identified locations that may fail to meet mobility standards in 2035, and the *TSP* includes projects, studies and refinement plans to further evaluate and implement remedies.

Policy 1G, Major Improvements

Policy 1G emphasizes safety and improving system efficiency and management before adding capacity. The highest priority is to preserve the functionality of the existing highway system by means such as access management, local comprehensive plans, transportation demand management, improved traffic operations, and alternative modes of transportation.

The *2035 Comprehensive Plan* and *TSP* is consistent with this approach. The vast majority of projects identified in the *TSP* project list are projects that improve the function of existing roads, through signal timing, intersection improvements, and investments in safety and mode choice. Land use choices emphasizing growth in the Central City and a network of identified centers and corridors also supports this policy by directing growth to transit-supportive locations, which reduces the need for expansion of capacity on the state highway system. The plan also calls for the creation of a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system (Policy 9.50). Several new policies call for the creation of a more robust transportation demand management program (Policies 9.52-9.54).

Policy 1H, Bypasses

Policy 1H addresses development and designation of new highway bypasses. There are no state-defined bypasses within Portland, so this policy is not applicable.

Oregon Highway Plan Goal 2. System Management.

To work with local jurisdictions and federal agencies to create a increasingly seamless transportation system with respect to development, operation, and maintenance of the highway and road system that: safeguards the state highway system by maintaining functionality and integrity; ensures that local mobility and accessibility needs are met; and enhances system efficiency and safety.

Policy 2A, Partnerships

Policy 2A addresses cooperative partnerships, to make more efficient and effective use of limited resources. The *2035 Comprehensive Plan* and *TSP* supports expansion of partnerships between local, regional and state transportation authorities in a number of different ways. The *TSP* project list incorporates needed state and regional projects. The City continues to work in partnership with ODOT and Metro on regionally important projects (for example, the Southwest Corridor, *TSP* Project #90106). Through the *2035 Comprehensive Plan* process, the City has also expanded its partnership with Trimet, through coordination of transit service improvements with sidewalk and street improvements²¹.

Policy 2B, Off-System Improvements

Policy 2B involves state assistance to local jurisdictions to develop, enhance, and maintain improvements on local transportation systems when they are a cost-effective way to improve the operation of the state highway system. The *2035 Comprehensive Plan* and *TSP*, and associated analysis, provides a mechanism to understand the relationship between local and state actions, which facilitates the intent of this policy.

Policy 2C, Interjurisdictional Transfers

Policy 2C addresses inter-jurisdictional transfers that rationalize and simplify the management responsibilities, reflect the appropriate functional classification of a particular roadway segment or corridor, and/or lead to increased efficiencies. One barrier to inter-jurisdictional transfer has been the financial liability of ongoing maintenance, especially for older facilities. The *2035 Comprehensive Plan* and *TSP* advances this policy by identifying a number of large projects that may provide a mechanism to discuss inter-jurisdictional transfer. For example, the SW Corridor High Capacity Transit project (*TSP* Project #90106) will involve a significant improvement to SW Barbur, which may make consideration of transfer possible. Projects on SE Powell and 82nd Avenue may also lead to further opportunities for cost sharing and potential transfer if appropriate.

Policy 2D, Public Involvement

Policy 2D addresses public involvement, and opportunities to have input into decisions regarding proposed policies, plans, programs, and improvement projects that affect the state highway system. Through the *2035 Comprehensive Plan* and *TSP*, the City has provided a mechanism to involve the public in developing 20-year plans for investment in the transportation system, including state facilities.

²¹ See letter of intent between Trimet and City, signed 9/1/15

To inform the development of the TSP project list, an advisory committee (the Transportation Expert Group) was formed, involving both agency experts and other community leaders involved in transportation advocacy. This group met from January 2014 through early 2016, and reviewed policies, financial plans, the project list, and the evaluation criteria used to rank projects. The City also included the draft project list in the online Map App, at various stages of development. This enabled direct feedback on specific projects. Community comments lead to changes and re-prioritization of some projects.

Findings in response to Statewide Planning Goal 1 provide a more information on outreach activities.

Policy 2E, Intelligent Transportation Systems

Policy 2E calls for consideration of a broad range of Intelligent Transportation Systems (ITS) services to improve system efficiency and safety in a cost-effective manner. The *2035 Comprehensive Plan* and *TSP* include both policy and specific projects supporting and implementing ITS. For example, Policy 9.48 encourages the use of emerging vehicle and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand. Within the *TSP* project list there are several ITS projects listed, including some on state facilities, including Lombard, Columbia Blvd., Grand/MLK, and NW Yeon.

Policy 2F, Traffic Safety

Policy 2F promotes safety improvements for all users of the highway system. The *2035 Comprehensive Plan* and *TSP* supports this goal by elevating safety to be the first goal of the transportation polices (Comp Plan Goal 9A). This goal seeks to eliminate traffic-related fatalities and serious injuries from Portland's transportation system, integrating the "vision-zero" concept into the City's *2035 Comprehensive Plan*. Reinforcing this goal, the City is emphasizing safety in the selection and ranking of projects in the *TSP*²². Finally, the plan and project list includes steps toward the adoption of a Multimodal Mixed Use Area (MMA) designation in the Central City (Comp Plan Policy 9.51). The adoption of this policy and subsequent agreement will elevate safety in decision-making related to the Central City and surrounding freeway loop.

Policy 2G, Rail and Highway Compatibility

Policy 2G aims to increase safety and transportation efficiency through the reduction and prevention of conflicts between railroad and highway users. The *2035 Comprehensive Plan* and *TSP* supports this policy by including projects in the *TSP* project list that will add grade-separation and/or seismic upgrades to overpasses along several high-traffic rail corridors. Crossings identified for improvement include several along the Kenton Line in N/NE Portland, and several in NW Portland (Cully, 42nd/47th Ave, 33rd, 11th/13th Ave, Penn Junction, Rivergate Blvd., Willbridge, and Kittridge Bridge).

²² *TSP Major Projects Performance Report*, March 2015

Oregon Highway Plan Goal 3. Access Management.

To employ access management strategies to ensure safe and efficient highways consistent with their determined function, ensure statewide movement of goods and services, enhance community livability and support planned development patterns, while recognizing the needs of motor vehicles, transit, pedestrians, and bicyclists.

Policy 3A and 3B, Classification and Spacing Standards, Medians

Policies 3.A and 3B are about managing the location, spacing and type of road and street intersections and approach roads, and placement of medians on state highways to assure the safe and efficient operation of state highways. The *2035 Comprehensive Plan* and *TSP*, when complete, will contain up-to-date street plans, connectivity standards, and street classifications. These elements are included within the second phase of the *TSP*, which will be included with periodic review Task V. The City's adopted street design standards also govern intersection design and spacing.

Policy 3C, Interchange Management Access Areas

Policy 3C addresses planning and management of grade-separated interchange areas to ensure safe and efficient operation between connecting roadways. A large variety of interchange areas exist within Portland, existing within a variety of different land uses. The *2035 Comprehensive Plan* and *TSP* provides several tools to improve management of interchange areas and coordination with ODOT.

As evidenced by modeling results, the interchange areas in the Central City are some of the most congested in the region. *2035 Comprehensive Plan* Policy 9.51 promotes the designation of a Mixed Use Multimodal Area (MMA) within the Central City. The adoption of this policy and subsequent agreement will elevate safety in decision-making related to the Central City and surrounding freeway loop interchanges.

Many of Portland's interchange areas are also transit station areas designated within the Metro 2040 Plan. The City must therefore balance the intent of Policy 3C with other regional planning objectives. Figures 3-1 through 3-8 provide an urban design framework which provides a tool to identify the land use context for future interchange management within Portland.

Policy 3D, 3E, Deviations, Appeals

Policies 3D and 3E govern requests for state highway approach permits, and the appeal of approach permit decisions. This policy is not applicable to the update of a comprehensive plan or *TSP*.

Oregon Highway Plan Goal 4. Travel Alternatives.

To optimize overall efficiency and utility of the state highway system through the use of alternative modes and travel demand management strategies.

Policy 4A, Efficiency of Freight Movement

Policy 4.A addresses the efficiency of freight movement on the state highway system and access

to intermodal connections. Findings related to the state freight network were provided in response to Policy 1C. Findings related to mobility are above, in response to Policy 1F.

Portland serves as a hub in the statewide freight network. It also hosts a unique aggregation of intermodal connections – between freight rail, highway, harbor, pipelines, and the airport – particularly in the Columbia Corridor. The *2035 Comprehensive Plan* and *TSP* emphasizes these connections, and the land use designations that support it. Comp Plan policies 9.30-9.36 support the importance of these intermodal connections. The TSP project list also identifies needed investments to support intermodal freight movement in the Columbia Corridor, including improvements to the Kenton Line rail line, improvements and grade separation of rail overcrossings. Willamette River Channel Deepening is also identified in the *TSP* project list (Project#30109) to acknowledge the critical role the river plays in freight movement within the City.

Policy 4B, Alternative Passenger Modes

Policy 4B supports alternative passenger transportation systems where travel demand, land use, and other factors indicate the potential for successful and effective development of alternative passenger modes.

The *2035 Comprehensive Plan* and *TSP* was developed in coordination with Trimet, which is the transit service provider within the Portland Metropolitan Region. The land use plan is framed around an identified network of mixed use centers and corridors, many of which are located on existing frequent service bus lines or at high capacity transit station areas. The plan was developed in parallel with long term Trimet service improvement plans, which has led to specific changes in the Trimet service plans – for example, on 122nd Avenue. The City also signed a letter of intent to develop more formal service planning and investment coordination²³.

The *TSP* project list advances this policy by including several significant projects to expand the region’s high capacity transit service – notably the SW Corridor HCT Project, and an eventual Portland-Vancouver Light rail connection. Several studies are underway to evaluate other transit improvements (Growing Transit Communities Plan, and the Enhanced Transit Corridors Study). *2035 Comprehensive Plan* policies also continue to support the development of commuter rail and high speed rail service to other communities in the region and wider Pacific Northwest (Policy 9.28, intercity passenger Service).

Policy 4C, HOV Facilities

Policy 4C addresses HOV facilities, to improve the efficiency of the highway system in locations where travel demand, land use, transit, and other factors are favorable to their effectiveness. This policy does not apply to this ordinance because it does not propose or change any HOV facilities.

Policy 4D, Transportation Demand Management

Policy 4D supports investment in Transportation Demand Management (TDM) strategies. The *2035 Comprehensive Plan* and *TSP* supports this policy by promoting expanded emphasis on TDM approaches in Portland through both policy (Policies 9.52 to 9.54) and program

²³ See letter of intent between Trimet and City, signed 9/1/15

development (the Transportation & Parking Demand Management (TDM) Program – TSP Project #10013).

Policy 4E, Park and Ride Facilities

Policy 4E encourages the development and use of park-and-ride facilities. There are a number of existing park and ride locations within Portland. The *2035 Comprehensive Plan* and *TSP* provides a framework to evaluate future new park and ride lots within Portland. The urban design policies of the *2035 Comprehensive Plan* include station area typologies (Figure 3-4) which describes desired urban form at different high capacity station areas. Working within this framework, policies and objectives in the *TSP* provide guidance on the location of park-and-ride lots. *TSP* objectives support park and ride stations where transit-supportive development is not hampered, bus service is not available or is inadequate, and the surrounding area is not negatively impacted.

Oregon Highway Plan Goal 5. Environmental and Scenic Resources.

To protect and enhance the natural and built environment through the process of constructing, operating, and maintaining the state highway system.

Policy 5A, 5B, Environmental and Scenic Resources

Policies 5A and 5B address how the design, construction, operation, and maintenance of the state highway system should maintain or improve the natural and built environment, and protect/enhance scenic resources. Policies in Chapters 3, 4, and 7 of the *2035 Comprehensive Plan* provide local City policies consistent with these state policies – addressing both environmental and scenic resources. An updated natural resources inventory has also been adopted by the City as part of the *2035 Comprehensive Plan* (part of periodic review Task II).

Oregon Highway Plan Goal 6. Tolling and Congestion Pricing.

It is the policy of the State of Oregon to consider the use of tolling for financing the construction, operations and maintenance of new roads, bridges, or dedicated lanes only if expected toll receipts will pay for an acceptable portion of project costs.

Polices 6A-6D, Tolling and Congestion Pricing

These policies address tolling and congestion pricing. The *2035 Comprehensive Plan* and *TSP* includes policies promoting a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system (Policy 9.50).

Statewide Planning Goal 13 Findings

Goal 13. To conserve energy.

Goal 13 requires that any spatial changes to future patterns of allowed land uses must conserve energy.

For the facts and reasons stated in the finding for Goal 12 above, this ordinance meets the requirements of Goal 13. The *Growth Scenario Report* adopted with a companion ordinance to satisfy Task III of periodic review also contains information about how energy conservation was considered in the development of the *2035 Comprehensive Plan*.

Statewide Planning Goal 14 Findings

Goal 14. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Statewide Planning Goal 14, Urbanization, has several purposes, including:

- Providing orderly and efficient transitions from rural to urban land uses.
- Accommodating urban population and urban employment inside urban growth boundaries.
- Ensuring efficient use of land.
- Providing for livable communities

Goal 14 and its administrative rule assign most of these functions to Metro rather than the City. The City's role is limited to accepting the share of regional household and employment growth allocated by Metro, and demonstrating that this growth can be accommodated in an orderly and efficient manner that preserves and enhances livability. The template for this desired development pattern is the *Region 2040 Growth Concept*, which is carried out by Metro's *Urban Growth Management Functional Plan (UGMFP)*. The growth concept emphasizes development within designated centers and corridors.

The Goal 2 analysis performed for the *Growth Scenarios Report* adopted with a companion ordinance provides substantial evidence that the spatial development pattern of urban jobs and housing allowed by the *2035 Comprehensive Plan Map* is compatible with the *Region 2040 Growth Concept*, ensures efficient use of urban land through infill and redevelopment opportunities, and will provide for more complete and livable communities.

For the facts and reasons stated above in the finding for Goals 2, 9, 10 and 12 above, this ordinance meets the requirements of Goal 14.

Statewide Planning Goal 15 Findings

Goal 15. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

This ordinance does not adopt an inventory of greenway resources or uses, or adopt land use regulations that allow intensification of uses within the greenway. For this reason, most of Goal 15 does not apply to this ordinance.

The only part of Goal 15 that applies to this ordinance concerns the Willamette River Greenway boundary. Goal 15 requires that this boundary be depicted in the *2035 Comprehensive Plan*. Since the City is adopting a new plan, it must “re-depict” this boundary in exactly the same place. Because this has been done, this ordinance meets all applicable requirements of Goal 15.

Statewide Planning Goal 16, 17, 18, and 19 Findings

Portland is not within Oregon’s coastal zone, and Goals 16, 17, 18 and 19 do not apply to this ordinance.

Statutory Findings

In addition to the requirements of the Statewide Planning Goals and the LCDC’s administrative rules state law imposes additional planning requirements.

Oregon Revised Statutes (ORS) 197.303 to 197.307 defines “needed housing” and prohibits local governments from adopting plans and regulations that limit housing choices. These statutory requirements are met for the reasons stated in the findings for Goal 10. In addition, The *Growth Scenario Report* adopted with a companion ordinance to satisfy periodic review Task III contains additional information about the housing analysis that was done during the development of the 2035 Comprehensive Plan.

ORS 197.712 requires cities to adopt comprehensive plans that:

- Include an analysis of the community’s economic patterns, potentialities, strengths and deficiencies as they relate to state and national trends.
- Provide for at least an adequate supply of sites of suitable sizes, types, locations and service levels for industrial and commercial uses consistent with plan policies.

These requirements have been met for the facts and reasons stated in the findings for Goal 9. In addition, the *Economic Opportunities Analysis* adopted with a companion ordinance to satisfy periodic review Task III contains additional information about the economic analysis that was done during the development of the *2035 Comprehensive Plan*.

ORS 197.712 also requires cities to adopt comprehensive plans that:

- Contain policies concerning the economic development opportunities in the community.

- Provide for compatible uses on or near sites zoned for specific industrial and commercial uses.

The policy requirements have been met for the facts and reasons stated in the findings for Goal 9 above. Land use regulations to achieve compatibility will be part of the City's periodic review Task V submittal.

ORS 197.712 requires cities to adopt comprehensive plans that:

- Are supported by a public facility plan that contains rough cost estimates for needed sewer, water and transportation projects.

This has been accomplished as stated in the findings for Goals 11 and 12 above. Additional information is found in the *CSP*, adopted with a companion ordinance to satisfy periodic review Task IV, Subtask D.

Metro Coordination Findings

Within the Portland Metropolitan area, Metro has the authority and obligation under ORS 195.025 and ORS 195.036 to coordinate the comprehensive plans of the City, 25 other incorporated municipalities, and the unincorporated urban portions of three counties with one another. Metro accomplishes this in three ways:

- Adopting a 20- year population forecast for the entire metropolitan region
- Allocating 20-year housing and job need numbers to each of the 29 jurisdictions
- Requiring each city and county comprehensive plan to meet the allocated 20-year housing and job need numbers.

When all 29 governments change their comprehensive plans to meet their Metro allocations, the 29 plans will be sufficiently coordinated with one another within the meaning of ORS 195.036 and Statewide Planning Goal 2.

The Metro Council adopted a new regional forecast by Ordinance No. 12-1292A on November 29, 2012, and by this ordinance the City recognizes and accepts this forecast of jobs and housing through the Year 2035. For this reason, and for the facts and reasons included in the findings for Goals 2, 9, 10 and 14 in this ordinance and a companion ordinance, the City is in full accord with Metro's authorities and obligations under ORS 195.025 and ORS 195.036.

Metro Urban Growth Management Functional Plan Findings

Under ORS 268.380 and its Charter Metro has the authority to adopt regional plans and require city and county comprehensive plans to comply with regional plan. Metro adopted its *Urban Growth Management Functional Plan* under this authority.

In its June 2011 update to its 2010 compliance report Metro found, "The City of Portland is in compliance with all *Urban Growth Management Functional Plan* requirements in effect on December 15, 2010, except for Title 13, Nature in Neighborhoods. On January 16, 2013 the City received a letter from Metro stated that Portland had achieved compliance with Title 13.

Most of the *Urban Growth Management Functional Plan* requirements concern zones and land use regulations. This ordinance only adopts a comprehensive plan map, plan policies and a project list. The zones and land use regulations that Metro has deemed to comply with *Urban Growth Management Functional Plan* are not repealed or amended by this ordinance and continue in effect. A few provision of the *Urban Growth Management Functional Plan* address plan designations, and for other provisions it is simply prudent to examine plan map designations and plan policy to determine whether any provision of the new plan would prevent future zones and regulations needed to conform to the *Urban Growth Management Functional Plan*.

Urban Growth Management Functional Plan Title 1 Findings, Housing Capacity

The Regional Framework Plan calls for a compact urban form and a “fair-share” approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity except as provided in section 3.07.120.

This element of the regional plan limits down-zoning in the Central City and other 2040 places – specifically Regional Centers, Town Centers, 2040 Corridors, Station Communities, and 2040 Main Streets. There is limited set of circumstances when down-zoning within these 2040-defined places may occur, including changes to address Title 4(Industrial and Other Employment Areas), to add medical or educational facilities, and to protect natural resources.

For purposes of this title, Metro measures “minimum zoned capacity.” The title is clear that individual parcels may be down-zoned, provided the impact on the citywide minimum zoned capacity is negligible. It should be stated that the present Council action includes adoption of the *2035 Comprehensive Plan Map*, but not the *Zoning Map*, and this does not itself change the minimum zoned residential capacity. As a result, Title 1 (Metro *Urban Growth Management Functional Plan* Section 3.07.120) does not apply to the adoption of the *2035 Comprehensive Plan Map*.

That said, it is prudent to provide preliminary analysis at this stage, to ensure that the adopted *2035 Comprehensive Plan* does not preclude compliance with this title. The *Zoning Map* will be updated within the scope of periodic review Task V, as necessary. The *Zoning Map* recommendation will be considered by City Council later in 2016. The preliminary analysis below assumes a zoning map with designations that most closely match the *2035 Comprehensive Plan* designations.

Method of Analysis

To evaluate compliance with Title 1, GIS analysis was performed to calculate the minimum zoned capacity for Gateway; all Town Centers; Neighborhood Centers; and other 2040 Station Communities, Corridors and Main Streets. The Central City was not included in this analysis because no land use map changes have been proposed involving designations with minimum residential densities (Central City Plan Map changes will come later, as part of the *Central City 2035* project, and be subject to a separate analysis). Some of the City-designated Town Centers

shown in the 2035 Comprehensive Plan are not yet adopted by Metro, but most of these places are already designated 2040 Corridors, Station Communities, or 2040 Main Streets. The City-designated Neighborhood Centers are a local designation, generally equivalent to the Metro Main Street designation (not to be confused with a different use of that terminology in Metro Title 12). Maps of the relevant analysis geographies were provided to City Council in a memo dated April 18, 2016.

This analysis compares current minimum zoned residential capacity with what will be possible with the zoning that most closely corresponds to the new 2035 Comprehensive Plan. The different 2040 geographies within Portland are each summarized. The analysis is focused on vacant and underutilized land identified by the City’s *Buildable Lands Inventory (BLI)*. Other lots may have minimum residential density higher than current utilization, but are not considered part of the City’s “capacity” to accommodate additional housing. The analysis also excluded land within adopted college and medical center campus master plan areas, and public land (such as parks, schools, etc.). Some college and hospital campuses, schools, and parks are zoned with residential designations that have minimum residential densities, but they are not functionally available to accommodate additional housing.

Current Minimum Density Rules

This analysis is based on current minimum densities in the Zoning Code. Table 1 below summarizes current Zoning Code residential density requirements. Only residential zones have minimum residential density requirements, though housing is also allowed in commercial/mixed use zones.

Title 1 - Table 1. Minimum Residential Density from the Portland Zoning Code

CP Designation	Minimum Residential Density ^{1,2}	Maximum Residential Density
RX	1 unit per 500 square feet.	1 unit per 250 square feet.
RH	1 unit per 1,000 square feet.	1 unit per 500 square feet.
R1	1 unit per 1,450 square feet ³ .	1 unit per 1,000 square feet.
R2	1 unit per 2,500 square feet.	1 unit per 2,000 square feet.
R3	1 unit per 3,750 square feet.	1 unit per 3,000 square feet.
R2.5	1 unit per 6,250 square feet.	1 unit per 2,500 square feet.
R5	1 unit per 6,250 square feet.	1 unit per 5,000 square feet.
R7	1 unit per 8,750 square feet.	1 unit per 7,000 square feet.
R10	1 unit per 12,500 square feet.	1 unit per 10,000 square feet.
R20	1 unit per 25,000 square feet.	1 unit per 20,000 square feet.
RF	1 unit per 108,900 square feet.	1 unit per 87,120 square feet.
Notes:		
1) The minimum density of the portion of the site in the environmental zone, floodplain, or Landslide Hazard Area is 0.		
2) If the minimum density is equal to the maximum density, then reduce the minimum by one.		
3) In the R1 zone, if the site is less than 10,000 square feet in area, the minimum density is 1 unit per 2,000 square feet.		

The Portland Zoning Code also specifies how minimum and maximum density numbers are rounded.

- Truncate all min and max density numbers after the second decimal (3.83 if 3.839).
- For min density, round up after .5 (3.83 becomes 4)
- For results below 1.00, always round up to 1 (0.1 would become 1).
- For max density, if the result is 1.01 to 3.99, round up only after .9.
- For max density, if the result is 4.01 to 10.99, round up only after .75
- For max density, if the result is 11.01 or greater, round up at .5.
- For final results, truncate to the rounded whole number.

Using these rules, and the City's zoning and parcel data, GIS software was used to add up the total residential minimum density of the analysis areas in question. Several maps were used in this process:

- Metro 2040 Main Streets – areas within ¼ mile
- Metro 2040 Corridors – areas within ¼ mile
- Metro 2040 Station Areas – areas within ¼ mile of stations
- District Liaison Boundaries
- Town Centers and Neighborhood Centers
(with actual boundaries, including Gateway and Central City)
- Urban Services Boundary (Proposed)
- 2035 *Comprehensive Plan* designations
- Zoning (current)
- Parcels
- Vacant and Underutilized Land/BLI – the 2015 version
- Environmental zones
- Floodplains
- Landslide Hazard Areas

Analysis Results

As shown in Table 2, the citywide estimated minimum residentially-zoned capacity is 40,146 dwellings, using the current *Zoning Map*. With zoning corresponding to the new 2035 *Comprehensive Plan Map*, that number could be 36,692, about 9% less²⁴.

Most of the individual geographies reported in Table 2 have negligible changes (changes of less than 50 units, or less than 5%). Areas with more significant decreases are generally due to one of the following two reasons:

²⁴ There may be other scenarios with a lower minimum residentially-zoned capacity, if the City were to apply zoning that is less intense than the 2035 *Comprehensive Plan* designation. Findings evaluating the actual zoning map will be relevant at the point that it is being adopted.

1. Some parcels changed from residential to commercial/mixed use designations. These changes represent a loss of minimum residentially-zoned capacity only because the City does not currently have minimum density requirements for residential development in commercial/mixed use zones. It should be noted that this change may be beneficial from the perspective of Title 6 incentives.
2. Some parcels changed from one residential density to a lower residential density. In many cases these changes were made in response to land hazards, historic district designations, lack of supporting transportation infrastructure, and school district capacity constraints.

These reasons are noted in Table 2.

Changes from residential to commercial/mixed use are not likely to result in an actual loss of residential capacity because residential development is allowed in commercial/mixed use zones. In fact, between 2005 and 2014, 74% of development projects in commercial/mixed use zones included new residential units. These projects added 6,866 units to the City's housing supply. 3,670 of those units were in mixed use buildings (115 buildings), and the remainder were in entirely residential buildings. Forty of those mixed use projects were profiled in more detail in the *Mixed Use Zones Assessment Report* (October 2014). The average density of those 40 mixed use projects was 140 units/acre.

Title 1 - Table 2. Estimated Minimum Residentially-Zoned Capacity

Place	Existing	New 2035 CP	Change	% Change	Notes
CENTRAL	1902	1902	0	0%	
Central City	1902	1902	0	0%	
EAST	19703	18017	-1686	-9%	
Gateway Regional Center	3912	3045	-867	-22%	* changes from residential to commercial/mixed use
Midway TC	578	568	-10	-2%	
Lents TC	530	405	-125	-24%	*changes from residential to commercial/mixed use
122nd/Hazelwood	1099	1072	-27	-2%	
Jade District	1244	1481	237	19%	
Division/162nd	446	446	0	0%	
Rosewood/Glenfair	2866	2807	-59	-2%	
Parkrose	221	212	-9	-4%	
Other 2040 Areas	8807	7981	-826	-9%	*residential down-designations
NORTH	4011	3969	-42	-1%	
St. Johns TC	585	587	2	0%	
Hayden Island	66	66	0	0%	
Kenton Lombard	1056	1011	-45	-4%	

Mid-Lombard	245	245	0	0%	
Other 2040 Areas	2059	2060	1	0%	
NORTHEAST	5338	4233	-1105	-21%	
Hollywood TC	148	148	0	0%	
Killingsworth/Interstate TC	998	993	-5	-1%	
42nd/Killingsworth	62	45	-17	-27%	
Alberta/MLK	88	79	-9	-10%	
Cully	147	147	0	0%	
Fremont/Williams	1030	458	-572	-56%	* residential down-designations
Roseway	191	155	-36	-19%	
					* residential down-designations, and changes from residential to commercial/mixed use
Other 2040 Areas	2674	2208	-466	-17%	
SOUTHEAST	6773	6066	-707	-10%	
					* changes from residential to commercial/mixed use
Belmont/Hawthorne/Division	271	171	-100	-37%	
Heart of Foster	7	1	-6	-86%	
Kerns	299	282	-17	-6%	
Montavilla	252	252	0	0%	
					* residential down-designations
NE 60th / North Tabor	663	393	-270	-41%	
Powell/Creston	309	293	-16	-5%	
Sellwood/Moreland	91	86	-5	-5%	
Woodstock	64	37	-27	-42%	
Other 2040 Areas	4817	4551	-266	-6%	
WEST²⁵	2419	2505	86	4%	
Northwest District	622	612	-10	-2%	
Hillsdale TC	0	0	0	0%	
West Portland TC	0	0	0	0%	
Macadam	202	203	1	0%	
Multnomah Village	0	0	0	0%	
Other 2040 Areas	1595	1690	95	6%	
TOTAL	40146	36692	-3454	-9%	

Title 1 Conclusions

²⁵ Some geographies in West Portland have no minimum density because they are within the mapped Landslide Hazard Area, or partially within the environmental overlay zone, or floodplain. The Portland Zoning Code exempts these areas from minimum residential density requirements.

While the conversion of some residential land to mixed use land in the *2035 Comprehensive Plan* introduces a Title 1 issue that must be resolved at the zoning map stage (periodic review Task V), there are ways to address this. In order to avoid Metro Title 1 compliance concerns at the zoning map stage, it may be necessary to document and monitor housing unit production in the commercial/mixed use zones, and consider minimum density requirements with mixed use designations, when residential units are included in a project. Such a requirement would not preclude 100% commercial projects, but would ensure the commercial/mixed use land is not under-built when residential development does occur.

In order to understand the impact of such a requirement, staff examined a scenario where minimum residential density requirements were imposed as follows:

Title 1 – Table 3. Hypothetical Mixed Use Minimum Density

Comp Plan Designation	Minimum Residential Density
Central Commercial	1 unit per 500 square feet (the same as RX) 87 units/acre
Mixed Use – Urban Center	1 unit per 1,450 square feet (the same as R1) 30 units/acre
Mixed Use – Civic Corridor	1 unit per 2,500 square feet (the same as R2) 17 units/acre
Mixed Use - Neighborhood	1 unit per 2,500 square feet (the same as R2) 17 units/acre
Mixed Use - Dispersed	None

This analysis is generalized by *2035 Comprehensive Plan* designation. Actual minimum density requirements would be codified in the *Zoning Code*, for each allowed zone within these designations. At this stage (periodic review Task IV), this analysis simply serves to estimate the general impact of such a future hypothetical requirement, to show that it could feasibly deliver at least as much housing as the current residential minimum density requirements in the locations where residential designations are being changed to mixed use. Compliance is feasible, and will be determined in future analysis of The *Zoning Map* and *Zoning Code* (Task V).

Table 3 below shows approximately what the minimum zoned residential capacity of commercial/mixed use zones would be if a minimum density regulation with the above-parameters was added to commercial/mixed use zones. The different 2040 geographies are each summarized. The analysis is again focused on vacant and underutilized land identified by the City's *Buildable Lands Inventory*. The result is also multiplied by 74% to reflect recent (5-year) building permit history, where 74% of projects include residential units, and 26% are purely commercial buildings.

The potential gains from adding minimum density requirements to commercial/mixed use zones would generally be greater than the loss from reduced minimum residentially-zoned capacity from other changes being made in the *2035 Comprehensive Plan*.

Title 1 - Table 4. Hypothetical Minimum Zoned Capacity of Commerical/Mixed Use Designations

Place	Potential C/MU Min Density	Place	Potential C/MU Min Density
CENTRAL	7969	SOUTHEAST	5518
Central City	7969	Belmont/Hawthorne/Division	912
EAST	18041	Heart of Foster	281
Gateway Regional Center	10394	Kerns	721
Midway TC	779	Montavilla	390
Lents TC	1101	NE 60th / North Tabor	93
122nd/Hazelwood	741	Powell/Creston	430
Jade District	717	Sellwood/Moreland	83
Division/162nd	517	Woodstock	192
Rosewood/Glenfair	163	Other 2040 Areas	2416
Parkrose	416	WEST	1605
Other 2040 Areas	3213	Northwest District	827
NORTH	2360	Hillsdale TC	0
St. Johns TC	457	West Portland TC	0
Hayden Island	522	Macadam	140
Kenton Lombard	332	Multnomah Village	0
Mid-Lombard	178	Other 2040 Areas	638
Other 2040 Areas	871		
NORTHEAST	5010		
Hollywood TC	661		
Killingsworth/Interstate TC	454		
42nd/Killingsworth	121		
Alberta/MLK	553		
Cully	165		
Fremont/Williams	942		
Roseway	365		
Other 2040 Areas	1749	TOTAL	40503

Because this ordinance adopts a comprehensive plan land use map, and does not change existing zoning or the amount of housing capacity under current zoning, Title 1 does not apply. The above analysis demonstrates that the 2035 *Comprehensive Plan* does not preclude Title 1 compliance.

Urban Growth Management Functional Plan Title 2 Findings

Title 2 addressed parking policy, but was repealed when similar provisions were added to the RTP. The former Title 2 does not apply to this ordinance.

Urban Growth Management Functional Plan Title 3 Findings, Water Quality and Flood Management

To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

Title 3 addresses water quality and flood management. The City has adopted overlay zones and land use regulations that, in the June 2011 update to its 2010 compliance report, Metro found sufficient to comply with Title 3. This ordinance does not change any of these overlays or regulations, nor does it adopt policy which would require such changes. Title 3 does not apply to this ordinance.

Urban Growth Management Functional Plan Title 4 Findings, Industrial and Other Employment Areas

The Regional Framework Plan calls for a strong regional economy. To improve the economy, Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas.

The purpose of Title 4 is to maintain a regional supply of existing industrial and employment land by limiting competing uses for this land. Metro has not adopted a Statewide Planning Goal 9 economic opportunities analysis for the region, so Title 4 is not based on an assessment of the land needed for various employment types, nor do the Title 4 maps necessarily depict lands most suitable to accommodate future job growth. Rather, Title 4 seeks to protect the manufacturing, warehousing, and distribution of goods within three types of mapped areas by limiting competing uses. These three areas are Regionally Significant Industrial Areas (RSIAs), Industrial Areas, and Employment Areas. They were identified in 2004 from clusters of existing industrial and employment uses. Industrial clusters with multi-modal freight handling infrastructure were designated as RSIAs.

Identified competing uses include retail commercial uses (such as stores and restaurants), retail and professional services that cater to daily customers (such as financial, insurance, real estate, legal, medical, and dental offices, schools, places of assembly, and parks). Limitations on competing uses are most strict within RSIAs, slightly less strict within the Industrial Areas, and least stringent within Employment Areas. Title 4 places no limitations on residential, farm, forest

or open space uses in any of the three mapped areas, provided designated open spaces are not developed into parks, schoolyards or athletic fields.

Title 4 encourages the location of retail and commercial uses in Centers, Corridors, Main Streets and Station Communities, and thus works in tandem with Title 6 to support the desired future settlement pattern depicted in the *Region 2040 Growth Concept*. Title 4 was adopted in 2004 and required Portland to achieve initial compliance by 2007 and by 2010 for additional restrictions on parks and places of assembly.

All previous Metro compliance reports have determined that land in Portland within an “Industrial Sanctuary” Comprehensive Plan Map designation meets all Title 4 requirements for mapped RSIA Land and Industrial Land. Similarly, all land in Portland within a General Employment Comprehensive Map designation meets Title 4 requirements for Employment Areas. The Metro compliance reports for 2010, 2011, 2012, 2013, 2014, and 2015 are included in the record for this ordinance. The last report for 2015 was prepared in March of 2016; each of these reports finds Portland is in compliance with Title 4, with its existing zoning map and code. By operation of Metro Code 3.07.870 (a) and (b) these compliance determinations are final land use decisions.

It is important to note that Portland’s *2035 Comprehensive Plan Map* designations were not the basis of these compliance determinations; but rather the corresponding and allowed zones for these designations and the associated land use regulations. The most important part of these compliance determinations was the examination of whether City land use regulations for industrial and employment zones limited retail and certain commercial uses to the extent required by Title 4. In other words, these compliance determinations focused more on whether certain competing uses were sufficiently limited within City industrial and employment zones consistent with a purpose of Title 4, rather than whether the complete range of uses allowed by these zones were compatible with this title.

This ordinance adopts comprehensive plan goals and policies and plan map designations. It does not adopt or apply zones to property or adopt implementing land use regulations (that action is pending with periodic review Task V). Because Title 4 addresses plans, zones and regulations, a complete Title 4 compliance determination will have to await completion of periodic review Task V, which will apply zoning designations to property and adopt zoning regulations. This ordinance adopts only three components that lend themselves to an examination against the requirements of Title 4; they are:

- The Comprehensive Plan Map, which establishes the spatial distribution of designations throughout the City;
- Policy 10.1, which describes the uses for which the various designations are intended;
- Policy 10.2, which, along with Figure 10-1, describes corresponding and allowed zones for each land use designation.

Title 4 compliance is easier to determine by directly comparing zoning regulations to Title 4 restrictions, but the *2035 Comprehensive Plan* land use map and policies can be examined to see if they would establish precedents that would make the future adoption of Title 4 compliant

zones or land use regulations difficult or impossible. These Title 4 findings will make this this examination in five steps summarized below.

Part One will review whether the zones and land use regulations corresponding to the “Industrial Sanctuary” and “Mixed Employment” designations continue to comply with Title 4.

Part Two will examine whether application of existing land use regulations for zones not corresponding with, but nevertheless allowed by, the Industrial Sanctuary or Mixed Employment designations would compromise or prevent future compliance with Title 4. Difficulties could arise if any of these zones permit uses that are prohibited or restricted by Title 4.

Part Three will examine the recommended *2035 Comprehensive Plan Map* to determine whether any other designations on the map authorize corresponding or allowed zones with associated use regulations that are more permissive than Title 4 allows.

Part Four will review corresponding and allowed zones both within a Title 4 area, and more permissive than Title 4 to determine whether they carry out requirements of the *Urban Growth Management Functional Plan*, other than those included within Title 4.

Finally, Part Five will compare the Title 4 map to the *2035 Comprehensive Plan Map* to determine the amount of overlap in compatible designations with the three Metro Title 4 areas. Potential incompatibilities attributable to probable map errors and omissions also will be identified.

Part One: Compatibility of Corresponding Zones and Land Use Regulations

In Portland’s 1980 *Comprehensive Plan* (Policy 10.5 and Table 10.4-1) the Industrial Sanctuary designation corresponds to the IH, IG1 and IG2 zones. In the *2035 Comprehensive Plan* (Policy 10.3 and Figure 10.1) the Industrial Sanctuary designation corresponds to the same IH, IG1 and IG2 zones. Since these zones have been determined to comply with Title 4, the parts of *2035 Comprehensive Plan* Policy 10.3 and Figure 10.1 that address “corresponding zones” also meet Title 4.

In Portland’s 1980 *Comprehensive Plan* (Policy 10.5 and Table 10.4-1) the Mixed Employment designation corresponds to the EGI and EG2 zones. In the *2035 Comprehensive Plan* (Policy 10.3 and Figure 10.1) the Mixed Employment designation corresponds to the same EG1 and EG2 zones. Since these zones (as they exist today) have been determined to comply with Title 4, the parts of *2035 Comprehensive Plan* Policy 10.3 and Figure 10.1 that address “corresponding zones” also meet Title 4. To the extent that action taken with Task V of periodic review alters these regulations, appropriate analysis and findings will be made at that time.

Part Two: Compatibility of Allowed Zones and Land Use Regulations

The 1980 and 2035 plans take different approaches to non-corresponding zones. In the 1980 plan non-corresponding zones are characterized as either “more intense” or “less intense” than the corresponding zone (Policy 10.5 and Table 10.4-1). The plan prohibits zone changes zone

changes to more intense zones, encourages zone changes to corresponding zones, and allows to zone changes to less intense zones. Portland City Code 33.855.050 narrows this choice by requiring any legislative or quasi-judicial zone change to be made to a corresponding rather than a less intense zone. Under this regulatory regime, where the *Comprehensive Plan Map* complies with Title 4 any allowed zone change would also comply with Title 4. There may be places where an allowed less intense zone remains in place.

Theoretically it is possible for a pre-Title 4 existing CX, EX, IG1 or IG2 zone to remain under a current Industrial Sanctuary designation or a pre-Title 4 existing CX or EX zone to remain under a Mixed designation. To date, however, either none of these examples occur within a designated Title 4 area or Metro compliance determinations have been based on observations that any such occurrences are minor or technical in nature, and Portland thus remains in substantial compliance with Title 4. The regional *Urban Growth Management Functional Plan* definition of compliance is “substantial compliance” which is the same standard for compliance with the Statewide Planning Goals under ORS 197.747. The reports do not always distinguish between absolute and substantial compliance.

The recommended 2035 *Comprehensive Plan* abandons the characterization of “more intense” or “less intense” zones. In relation to 2035 *Comprehensive Plan Map* designations, zones are categorized in Figure 10-1 as either “corresponding zones” or “non-corresponding zones that are allowed.” Policy 10.3.b. requires all quasi-judicial amendments to the zoning map to be made to a corresponding designation. However, recommended Policy 10.3.c. permits a legislative amendment to the zoning map to be made to a “zone that is (sic) does not corresponding but is allowed.” Other changes to zones that are not “corresponding” or “allowed” are prohibited.

For the Industrial designation the only non-corresponding-but-allowed zones are RF²⁶, a Portland Zone that has never been examined for suitability as a Title 4 implementation measure. There are more non-corresponding-but-allowed zones for Mixed Employment Comprehensive Plan Map designation. Again there is RF. There are also IH, IG1, IG2, as well as CM1, CM2, CM3, and CE.

Metro has determined the IH, IG1, IG2 zones, and their associated land use regulations, are suitable as Title 4 RSIA and Title 4 Industrial Area implementing measures in Metro compliance reports to date. The application of one of these zones within a comprehensive plan map Mixed Employment designation, would exceed Portland’s Title 4 compliance obligation because it imposes a Title 4 RSIA- level of protection to Title 4 employment areas. However, Portland can satisfy its “substantial compliance” obligation by either meeting or exceeding regional *Urban Growth Management Functional Plan* requirements. So the fact that Policy 10.3.c would allow a future legislative zone change from either EG1 or EG2 to IH, IG1, or IG2 does not violate Title 4, since “over protecting” industrial lands provides additional assurance that the purposes of Title 4 are satisfied.

²⁶ The 2035 *Comprehensive Plan* also notes that a limited amount of pre-existing OS, R20, R10, R7 and R5 zones exist within the IS designation. While new application of R20-R5 zones is not allowed in the Industrial Sanctuary or Mixed Employment areas, about 25 acres of these legacy pockets remain in Title 4 areas.

The *2035 Comprehensive Plan* Policy 10.1.2 describes the Farm and Forest designation as intended for agriculture, forestry and very low intensity single detached residential use. This designation is carried out by the RF zone. Uses allowed, limited, prohibited and conditionally allowed in the RF zone are described in Portland City Code 33.110, Table 110-1. None of the farm, forest or residential uses allowed by the RF zoning regulations are prohibited or limited by title 4, and the commercial retail and office uses that are either prohibited or limited by Title 4 are also prohibited by the RF zoning regulations.

There is a potential conflict, however, between some future legislative amendments to the RF, CM1, CM2, CM3, and CE, zones designated by plan policy as non-corresponding but allowed, and the use limitations required by Title 4. Some of the uses prohibited by Title 4 are allowed as conditional uses in the RF zoning regulations. These include: Community Services, Parks, Schools, Colleges, Medical Centers, Religious Institutions and Daycare. The conditional use approval criteria in Chapter 33.815 of the City Code can be met without reference to Title 4.

Similarly, the Mixed Employment designation identifies the commercial/mixed use CM1, CM2, CM3, and CE zones as non-corresponding but allowed zones within a Title 4 Employment Area. There are currently less than 4 acres of commercial/mixed-use zones within Title 4 areas. While land use regulations for these zones are yet to be recommended, some commercial office and retail uses clearly contemplated by the recommended and corresponding Comprehensive Plan Map Designations (Policies 10.1.13 through 10.1.16) would be allowed by right by these zones, or be allowed without regard to the limitations imposed on these uses by Title 4.

2035 Comprehensive Plan Policy 10.3.c and Figure 10-1 are also problematic. While Policy 10.3.c alone would not take Portland out of compliance with Title 4, some legislative zoning decisions theoretically allowable, but not required, by the policy could jeopardize Title 4 compliance.

A change to any of the problematic “allowed” zones can only be accomplished through a legislative rezoning process, and Title 4 would apply to these decisions. However, the Portland zoning code does not presently reference Title 4 as a consideration for zone changes in conformance with the comprehensive plan. If Metro recommends it as necessary, the City could, as part of Task V of its periodic review, adopt land use regulations limiting zone changes in Title 4 areas to just those zones designated as corresponding to the *2035 Comprehensive Plan Map* designation. A number of policies aimed at protecting employment land in Chapter 6 of the *2035 Comprehensive Plan* would apply to such a legislative project.

Part Three: Identification of Zones that might be more Permissive than Title 4

The following is a chart of all zones, both corresponding and allowed, permitted by the *2035 Comprehensive Plan Map* within Title 4 areas. Zones that are theoretically permitted by the *2035 Comprehensive Plan Map*, but have no actual instances of occurrence within Title 4 areas are also included. Each zone is examined to determine whether, either by right or through a conditional use approval, it would allow uses more permissive than those allowed by Title 4. To make these determinations existing land use regulations for existing zones are examined. However, regulations have not yet been adopted for the new mixed-use zone series, so uses

allowed by these zones are informed estimates based on the purpose of the associated comprehensive plan map designations as described in *2035 Comprehensive Plan Policy 10.1*. The location and amount of mixed-use zones was drawn from an officially proposed, but un-adopted, zoning map.

Chart cells are coded. An equal “=” indicates that City zones are consistent with Title 4. An ex “x” indicates a potential incompatibility. An asterisk “*” indicates a remote potential for incompatibility requiring a future quasi-judicial land use decision. Also included are the number of tax lots in each zone and their aggregate area. This area is calculated from tax lots only, and ignores areas of rights-of-way.

Title 4 – Table 1. City Zones not Previously Examined for Compliance with Title 4

Portland Zone	Compatible Allowed Uses	More Permissive Allowed Uses	More Permissive Conditional Uses	Number of Tax Lots	Area in Acres
OS	Yes =	Yes x	Yes *	59	696.08
RF	Yes =	No =	Yes *	63	49.44
R20	Yes =	No =	Yes *	6	6.99
R10	Yes =	No =	Yes *	25	8.08
R7	Yes =	No =	Yes *	1	0.06
R5	Yes =	No =	Yes *	79	11.15
R2.5	Yes =	No =	Yes *	16	1.61
R2	Yes =	No =	Yes *	25	10.24
R3	Yes =	No =	Yes *	11	2.03
R2	Yes =	No =	Yes *	37	4.79
R1	Yes =	No =	Yes *	0	0
RH	Yes =	Yes x	Yes *	6	2.21
CE	Yes =	Yes x	Yes *	0	0
CM1	Yes =	Yes x	Yes *	6	2.33
CM2	Yes =	Yes x	Yes *	2	0.49
CM3	Yes =	Yes x	Yes *	3	0.26
CX	Yes =	Yes x	Yes *	0	0
CI1	Yes =	Yes x	Yes *	6	36.52
CI2	Yes =	Yes x	Yes *	1	0.67
IR	Yes =	Yes x	Yes *	0	0
EX	Yes =	Yes x	Yes *	129	76.33
Total Tax Lot Area of Zones that Might Allow More Permissive Uses					909.28

Title 1 – Table 2. City Zones Previously Determined to Comply with Title 4

Portland Zone	Compatible Allowed Uses	More Permissive Allowed Uses	More Permissive Conditional Uses	Number of Tax Lots	Area in Acres
EG1	Yes =	No =	Yes *	193	62.96
EG2	Yes =	No =	Yes *	685	1,154.92
IG1	Yes =	No =	Yes *	1,394	623.72
IG2	Yes =	No =	Yes *	2,005	7,312.83
IH	Yes =	No =	Yes *	1,303	5,348.66
Total Tax Lot Area of Zones that Might Allow More Permissive Uses					0.00
Total Tax Lot Area of Zones that do not Allow More Permissive Uses					14,503.09
Total Tax Lot Area of Zones within Title 4 Areas					15,412.37
Total Right-of-Way within Title 4 Areas					2,593.00
Total River within Title 4 Areas					1,928.00
Total Title 4 Areas in Portland City Limits					19,933.37

Title 1 – Table 3. County MUF19 Zone not Previously Examined for Compliance with Title 4

County Zone	Compatible Allowed Uses	More Permissive Allowed Uses	More Permissive Conditional Uses	Number of Tax Lots	Area in Acres
MUF19	Yes =	No =	Yes *	18	994.00
Total Tax Lot Area of Zones that Might Allow More Permissive Uses					0.00
Total Tax Lot Area of Zones that do not Allow More Permissive Uses					994.00
Total Tax Lot Area of Zones within Title 4 Unincorporated Areas					994.00
Total Right-of-Way within Title 4 Unincorporated Areas					13.00
Total River within Title 4 Unincorporated Areas					275.00
Total Title 4 Unincorporated Areas within Portland’s Service Boundary					1,282.00

Title 1 – Table 4. Sums of both City and County Zones within Title 4 Areas Expressed in Acres

Total Incorporated Tax Lots within Portland’s Service Boundary	14,503.00
Total Unincorporated Tax Lots within Portland’s Service Boundary	994.00
Total Incorporated Rights-of-Way within Portland’s Service Boundary	2,593.00
Total Unincorporated Rights-of-Way within Portland’s Service Boundary	13.00
Total Incorporated River within Portland’s Service Boundary	1,928.00
Total Unincorporated River within Portland’s Service Boundary	275.00
GRND TOTAL: All Title 4 Land within Portland’s Service Boundary	20,306.00

Title 1 – Table 5. City Compliant Comprehensive Plan Designations not within Title 4 Areas

Total Mixed Employment Designations not within Title 4 Areas	269.00
Total Mixed Industrial Sanctuary Designations not within Title 4 Areas	512.00
GRND TOTAL: Title 4 Compliant Designations not within Title 4 Areas	781.00

No clear conclusion can be drawn from the chart above other than adopting the *2035 Comprehensive Plan* policy and map could allow the adoption of a future zones or land use regulations that would allow uses less limited by type or amount than required Title 4. The reverse is also the case, it is possible that none, or very few, of these possible conflicts might arise between future zone changes and Title 4. As a “cause,” the adoption of new plan policy and a new plan map is too far removed from the “effect” of Title 4 violations to demine any inevitable relationships between city planning and regional land use restrictions. The possibility of a future violation exists, but nothing more can be determined by the analysis of the decisions actually being made by this ordinance. Because no probable effects can be discerned at this stage of the planning process, and because the uses allowed by the new mixed use zone series is based, in part, on un-adopted planning documents, a worst case analysis follows.

A summary of the worst case is that 909 of a total of 15,497 tax lot area acres (6% percent of the total Title 4 areas) allow uses incompatible with Title 4. However, the *2035 Comprehensive Plan Map* adopted by this ordinance designates 696 of these acres as Open Space. These Industrial Sanctuary to Open Space changes were made to recognize the purchase of industrial and employment land by Portland, Metro and other public agencies for natural areas and stormwater detention areas, uses fully compatible with Title 4. To the City’s knowledge only one 70 acre Open Space parcel (Cully Park) is intended for developed public recreation facilities, a use that can conflict with Title 4. Taking the compatible Industrial Sanctuary to Open Space re-designations into account, the maximum tax lot area with potential conflicts is reduced to 283 acres, or 2% of Portland’s total Title 4 area.

The *2035 Comprehensive Plan Map* adopted by this ordinance contains 781 acres of industrial and employment land that is not in a Title 4 area. Some of this land adjoins existing Title 4 land and is suitable for RSIA or Industrial designation. The City could propose additions to Title 4 areas that could partially offset the 283 acre worst case described above.

The *2035 Comprehensive Plan Map* that is adopted by this ordinance carries forward previously approved changes to designations made in accord with Metro’s *Urban Growth Management Functional Plan*. This means the acreage included in the charts above includes 259 acres that should have been removed from the Title 4 map. This situation is explained below in Part Five. Taking these factors into account, the impact of a worst case is reduced to 24 acres, or one-tenth of one percent of all of Portland’s Title 4 land.

Given the minor and technical nature of the worst case, the only clear conclusion from the charts above is that it might be prudent, as part of Task V of Portland’s periodic review, to adopt more restrictive conditional use approval criteria for Title 4 areas. There are, however, no present conflicts between the decisions being made by this ordinance and Title 4.

Part Four: More Permissive Zones Can Carry Out other Functional Plan Purposes

Like any multi-objective plan, Metro's *Urban Growth Management Functional Plan* seeks to achieve a variety of good outcomes. However, there are places within in the region where these good outcomes are complimentary and other places where they compete. For example, Title 4 carries out an employment purpose while Title 3 seeks to improve water quality and protect life and property from flooding. Title 13 seeks to conserve, protect, and restore fish and wildlife habitat. In Portland there are many instances along the Willamette River and within the Columbia South Shore where tax lots on the Title 4 maps are also included on the Title 3 or 13 map--or on all three maps. There are only two instances where the City knows an owner, or potential owner, intends to use a site re-designated by the *2035 Comprehensive Plan Map* in a manner inconsistent with Title 3 use limitations, and both of these sites carry triple Title 3, 4, and 13 designations.

The first is a 172-acre RSIA area along the Willamette River of interest to the University of Portland (Sate ID Lots: 1N1E07 100, 1N1E18 100, 1N1E18 300, and 1N1E18A 100). The *2035 Comprehensive Plan* re-designates this site from industrial to Institutional Campus. The university would like to develop athletic fields on this site; and the primary users of these fields would not be employees of the nearby industrial firms. This use in this place would not be allowed by Title 4. The athletic fields would be on a remediated Superfund site where toxic soils are contained beneath a shallow cap. The cap extends so far into the river that harbor works cannot be adequately secured in the river bed, thus rendering the site unsuitable for water-dependent commerce. The site used to have freight access by a private road through the parcel to the north, but Metro purchased this land for a park and natural area and closed the road. While an alternative access suitable for pedestrians and light vehicles could be developed, there is no longer any practical freight access to this site. The soil above the remediating cap is also too shallow to support the foundations required for many industrial buildings. These conditions render the site unsuitable for industrial use. These facts would allow Metro to remove the site from the Title 4 map. The City should present these facts to Metro as a formal Title 4 map change request.

A second site is in a 25-acre Employment Area along the Columbia South Shore in the Cully Neighborhood (Sate ID Lot: 1N2E17DC 300). The *2035 Comprehensive Plan* re-designates this site from employment to open space. The site is a contaminated brown field owned by the Portland Bureau of Parks and Recreation. The bureau, in cooperation with the neighborhood association, intends to complete remediation of the site and develop a community park, a use not allowed by the Title 4 restrictions. Part 3.04.450(d)(1) of the Metro Code allows a city to amend its comprehensive plan or zoning regulations to change its designation of land on the Employment and Industrial Areas Map and allow uses not allowed by Title 4 upon a demonstration that a site is not buildable due to environmental constraints. This demonstration should be presented to Metro as a formal Title 4 map change request.

A third site involves a conflict between Titles 4 and 6. It includes a few acres tax lots that are within both an Industrial Area and the Clinton Street Light Rail Station Community. (Sate ID Lots: 1S1E11BA 7600, 1S1E11AB 7100, and 1S1E11BA 8400, and surrounding). The *2035 Comprehensive Plan* re-designates these lots for Central Employment, mixed commercial and

residential development. The commercial part contains uses not allowed by Title 4 and allowed in amounts greater than the Title 4 limits. This is a situation where the Title 4 map has not been updated to reflect the completion of the Max Orange Max Line. Title 6 states, “The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role. A regional investment is an investment in a new high-capacity transit line . . .” While a tax lot can be both a title 4 area and a Title 13 area, it cannot be both a Title 4 area and a Title 6 area, because the purposes of these two titles are incompatible. By making the regional investment of a light rail station at SE Clinton Street, Metro has created a new Title 6 area, and should remove the Clinton Street Light Rail Station Community from the Title 4 map. The City should provide Metro the designated boundaries of the Clinton Street Light Rail Station Community so that the Metro Council may initiate an update of the Title 4 map to reflect this transit use.

Part Five: City and Regional Map Differences.

Alignment Differences

The boundaries of Metro’s Title 4 areas and Portland’s *2035 Comprehensive Plan Map* designations are not perfectly aligned. There are small amounts of residential zones falling within Title 4 areas: R2 (0.63 acres), R2.5 (0.46 acres), R7 (0.01 acres), and RH (0.11 acres). Because of the very small amount of land involved and because residential uses are allowed in Title 4 areas, all of these errors are minor and technical. They do not compromise Portland’s status as in substantial compliance with Title 4.

Industrial Land Differences

There are 285 tax lots comprising 1,572 acres that are designated as either RSIA or Industrial Areas by Title 4 that are not designated as Industrial Sanctuary by the *2035 Comprehensive Plan Map*. Of these, there are 212 tax lots comprising 631 acres resulting from the *2035 Comprehensive Plan Map* re-designation of existing Industrial Sanctuary to another use. As explained in Part Three above, most of these re-designations are to a Title 4 compatible Open Space designation where a public owner intends to preserve the land as an undeveloped natural area or a stormwater detention facility. An additional 19 tax lots comprising 766 acres is attributable to the retention of Multnomah County’s Title 4-compatible Mixed Farm and Forest 19 designation for West Hayden Island. The remaining 58 tax lots comprising 174 acres are explained by Title 4 map errors.

Employment Land Differences

There are 232 Tax lots comprising 385 acres that are designated as Employment Areas by Title 4 that are neither fully-protected by a Mixed Employment designation nor over-protected by an Industrial Sanctuary designation. Of these, 171 tax lots comprising 162 acres are the result of the *2035 Comprehensive Plan Map* re-designation of Mixed Employment to another designation. An additional 4 tax lots comprising 1.5 acres are the result of a decision to overprotect employment land with an Industrial Sanctuary designation. An additional 136.5 acres is explained by existing Industrial Sanctuary overprotection of Title 4 Employment Areas. “Overprotection” is not a Title 4 conflict. The City may apply employment land use limitations that are stricter than those

required by Title 4. The remaining nine tax lots comprising 85 acres are the result of Title 4 map errors.

Title 4 Map Errors

The cumulative 67 tax lot, 259-acre discrepancy described in the concluding sentences in the two paragraphs above as “Title 4 map errors” are more accurately described as “map lags.” The 259 acre difference is explained by the administrative operation of Titles 4 and 8 of Metro’s *Urban Growth management Functional Plan*. Under Title 8 Portland may amend its plan to remove use limitations required by Title 4 from tax lots identified by the City, provided the criteria for doing so contained in Title 4 are met. Portland gives Metro both proposed and final notice for these changes and, unless Metro objects, the changes become final land use decisions recognized in Metro’s annual compliance report. Metro is then obligated by its own code to change the Title 4 map to reflect the City’s final, Metro-approved decision. There can be some administrative lag between Metro’s annual report and actions to reflect these changes on Metro’s Title 4 map.

Title 4 Conclusion

There are three places where the changes made by the *2035 Comprehensive Plan Map* either allow uses not allowed at all by Title 4 or allow uses in greater amounts than Title 4 permits. These situations are described in Part Four of these findings. To address these discrepancies, this ordinance contains a directive authorizing the Mayor to request that Metro make the necessary changes described above to its Title 4 maps.

The remainder of this finding only addresses potential conflicts that might be facilitated by this ordinance. Particularly, Parts Two and Three of these findings describe possible regulations for future legislative zone changes and quasi-judicial conditional use approvals that would require reference to Metro’s Title 4. While not required by this ordinance, if these land use regulation amendments are requested by Metro they will be included City’s periodic review Task V work.

As stated above, this ordinance only adopts comprehensive plan goals and policies and plan map designations. It does not apply zones to property or adopt land use regulations applicable to various zones. Because Title 4 addresses plans, zones and regulations, a complete Title 4 compliance determination will have to await completion of periodic review Task V, which will apply zoning designations to property and adopt zoning regulations. The few “conflicts” identified in the findings above between the map designations and policies adopted by this ordinance and Title 4 restrictions are all theoretical rather than actual. The findings above identify land use regulations that could be adopted as part of Task V that would prevent all identified theoretical conflicts from becoming actual conflicts.

Urban Growth Management Functional Plan Title 5 Findings

Title 5 addressed neighbor cities and rural reserves, but was repealed. The former Title 5 does not apply to this ordinance.

Urban Growth Management Functional Plan Title 6 Findings, Centers, Corridors, Station Communities and Main Streets

The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role.

Title 6 establishes eligibility criteria for certain regional investments, and the use of more flexible trip generation assumptions when evaluating transportation impacts. Title 6 also contains aspirational activity level targets for different Metro 2040 place types. The findings below discuss how the *2035 Comprehensive Plan* responds to these requirements. This title is incentive-based, so these findings simply serve to document intent. There are no specific mandatory compliance standards in Title 6 that apply to this ordinance.

Pursuant to Title 6, the City is establishing boundaries for all Metro-designated Centers (Central City, Gateway Regional Center, and all Town Centers); and all City-designated Neighborhood Centers (some of which are also Metro-designated Station Communities or Main Streets). Table 4 below summarizes each City-designated place, and the corresponding Metro Title 6 designation. City designations are shown on the *2035 Comprehensive Plan Map*, and the Urban Design Framework (in Chapter 3 of the *2035 Comprehensive Plan* policies).

Title 6 - Table 1. City- and Metro-Designated Places

Activity Levels (Jobs +Residents/Parcel Acre)

CENTRAL

	Metro Designation	Metro Target	2015	2035 Forecast
Central City	Central City	250	111	153

EAST

Gateway Regional Center	Regional Center	60	34	54
Midway *	Main Street	39	34	41
Lents	Town Center	40	24	54
122nd/Hazelwood	Station Community	45	29	42
Jade District	Main Street	39	19	34
Division/162 nd	Main Street	39	25	44
Rosewood/Glenfair	Station Community	45	33	75
Parkrose	Main Street	39	29	38

NORTH

St. Johns	Town Center	40	29	44
Hayden Island	Station Community	45	14	21
Kenton Lombard	Station Community	45	27	54
Mid-Lombard	Main Street	39	30	56

NORTHEAST

Hollywood	Town Center	40	123	142
Killingsworth/Interstate*	Station Community	45	33	65
42nd/Killingsworth	Corridor	45	25	36
Alberta/MLK	Main Street	39	42	57
Roseway	Main Street	39	37	57
Fremont/Williams	None	NA	58	75
Cully	Main Street	39	31	40

SOUTHEAST

Belmont/Hawthorne/Division	Main Street	39	60	89
Heart of Foster	Corridor	45	21	43
Kerns	Main Street	39	51	63
Montavilla	Main Street	39	27	43
NE 60th / North Tabor	Station Community	45	31	36
Powell/Creston	Main Street	39	30	57
Sellwood/Moreland	Main Street	39	42	46
Woodstock	Main Street	39	28	52

WEST

Northwest District	Main Street	39	82	92
Hillsdale	Town Center	40	19	29
West Portland	Town Center	40	37	62
Macadam	Main Street	39	38	42
Multnomah Village	Main Street	39	31	35

* Portland will seek amendments to Title 6 to recognize these Town Centers at the Metro level.

Actions and Investments in Centers, Corridors, Station Communities and Main Streets

The center boundaries established with the *2035 Comprehensive Plan* facilitate eligibility for future regional investment under Title 6, and will form the basis of future assessments and refinement plans necessary to document that eligibility.

Eligibility Actions for Lower Mobility Standards and Trip Generation Rates

The City intends that the identified and mapped centers listed above become eligible to use the higher volume to-capacity standards in Table 7 of the 1999 *Oregon Highway Plan*, and under Metro Functional Plan Section 3.07.630(a), because:

- A boundary has been established previously, or is now being established with the 2035 *Comprehensive Plan*; and
- Mixed use designations are being applied in each of the centers.

The City also intends that a subset of the identified and mapped centers listed above may become eligible in the future for an automatic reduction of 30 percent below the vehicular trip generation rates reported by the Institute of Traffic Engineers when analyzing the traffic impacts, pursuant to OAR 660-012- 0060, and Metro *Urban Growth Management Function Plan* Section 3.07630(b), because:

- A boundary has been established previously, or is now being established with the 2035 *Comprehensive Plan*;
- Mixed use designations have been applied in each of the centers;
- Auto-oriented uses have been prohibited in some centers (with policy support in Chapter 4 of the *2035 Comprehensive Plan*);
- Mode share targets have been included in the *TSP* (with policy support in in Chapter 9 of the *2035 Comprehensive Plan*);
- Street designs in the already adopted *Portland Design Guide for Public Street Improvements* (October 1993) generally meet Metro standards;
- TDM program are being added to the *TSP* (with policy support in Chapter 9 of the *2035 Comprehensive Plan*); and
- Parking management permit programs are being expanded, with new programs targeted at the identified centers.

Activity Levels for Centers, Corridors, Station Communities and Main Streets

Without specifying a target date, Metro Title 6 (3.07.640) recommends the following average number of residents and workers per acre for each type of place:

- (1) Central City - 250 persons
- (2) Regional Centers - 60 persons
- (3) Station Communities - 45 persons
- (4) Corridors - 45 persons
- (5) Town Centers - 40 persons
- (6) Main Streets - 39 persons

The *2035 Comprehensive Plan* is consistent with Title 6 because it increases the possible zoned capacity in most of these 2040 designated areas, primarily though updated commercial/mixed

use designations. This is not being accomplished through immediate up-zoning, but by adopting plan designations that allow for denser zones in the future (for example, adoption of an Urban Center designation where a lower density zone exists today). Table 5 below summarizes the planned residential capacity of each designated place, as calculated in the City’s *Buildable Lands Inventory*.

Table 4 above summarizes the current activity levels within each center shown on the *2035 Comprehensive Plan Map*. Seven of the thirty-three *2035 Comprehensive Plan* centers meet the 2040 Metro activity level recommendations today (in 2015) – Hollywood, Kerns, Belmont/Hawthorne/Division, Alberta/MLK, Fremont/Williams, Northwest District, and Sellwood/Moreland.

The expected 2035 activity levels have also been estimated. These estimates were prepared using the City’s Growth Allocation Model²⁷, incorporating the City’s adopted *Buildable Lands Inventory* and the *2035 Comprehensive Plan* land use designations. The estimates suggest that ten of the City-designated centers will meet Metro 2040 activity level recommendations by 2035. Given the City’s total regional growth allocation, the available vacant and underutilized land, and the *2035 Comprehensive Plan* designations, all of the City’s other centers will likely experience increased activity levels by 2035, making progress toward achieving Metro’s recommendations.

Policies describing the intended land uses in designated centers are included in Chapter 4 of the *2035 Comprehensive Plan*. These policies are consistent with Title 6 because they encourage a broad mix of uses in centers, including grocery stores, civic buildings and spaces. Policies also encourage a variety of housing types, and establish general density targets for different types of centers.

Title 6 - Table 2. *2035 Comprehensive Plan Map Residential Capacity**

	Existing Plan	2035 Comp Plan
CENTRAL		
Central City	26,408	26,601
EAST		
Gateway Regional Center	19,651	17,639
Midway TC	1,867	5,305
Lents TC	5,150	7,331
122nd/Hazelwood	6,580	5,418
Jade District	4,200	5,074
Division/162nd	1,744	3,164
Rosewood/Glenfair	7,205	7,015
Parkrose	981	1,833

²⁷ *Buildable Lands Inventory and Growth Allocation GIS Model*, Revised April 2016

	Other 2040 Areas	28,887	41,256
NORTH			
	St. Johns TC	3,085	5,194
	Hayden Island	955	121
	Kenton Lombard	5,920	5,316
	Mid-Lombard	1,347	1,489
	Other 2040 Areas	22,441	24,324
NORTHEAST			
	Hollywood TC	2,944	4,694
	Killingsworth/Interstate TC	5,466	6,438
	42nd/Killingsworth	331	306
	Alberta/MLK	1,706	3,759
	Roseway	1,148	2,273
	Cully	1,131	515
	Other 2040 Areas	20,295	32,613
SOUTHEAST			
	Belmont/Hawthorne/Division	2,871	6,095
	Heart of Foster	1,347	1,701
	Kerns	3,528	6,305
	Montavilla	2,220	2,395
	NE 60th / North Tabor	1,112	1,048
	Powell/Creston	1,657	2,678
	Sellwood/Moreland	1,099	324
	Woodstock	565	517
	Other 2040 Areas	34,492	36,299
WEST			
	Northwest District	3,921	6,144
	Hillsdale TC	1,879	2,611
	West Portland TC	682	3,867
	Macadam	621	495
	Multnomah Village	389	178
	Other 2040 Areas	13,366	17,142

* Constrained zoned residential capacity from 2015 BLI Model

Centers, Corridors, Station Communities and Main Streets Map

The City of Portland will, upon adoption of the *2035 Comprehensive Plan*, request that Metro incorporate the adopted center boundaries into the Metro Centers, Corridors, Station Communities and Main Streets Map in Title 6.

Title 6 Conclusions

Title 6 addresses region 2040 design types: centers, corridors, station communities and main streets. These are depicted on the *2035 Comprehensive Plan Map* to facilitate Title 6 incentives. In some cases the City has depicted more centers, or more extensive centers, than required by Title 6. In other cases the extent of centers, main streets and corridors is less on the plan map than the Title 6 map. There also some differences is terms. Notwithstanding slight differences in extent and terminology, the *2035 Comprehensive Plan Map* provides more opportunities to live and work in mixed use areas than the map it replaces. The findings above discuss how the 2035 Comprehensive plan responds to the eligibility criteria for certain regional investments, and the use of more flexible trip generation assumptions. There are no specific mandatory compliance standards in Title 6 that apply to this ordinance.

Urban Growth Management Functional Plan Title 7 Findings, Housing Choice

The Regional Framework Plan calls for establishment of voluntary affordable housing production goals to be adopted by local governments and assistance from local governments on reports on progress towards increasing the supply of affordable housing. It is the intent of Title 7 to implement these policies of the Regional Framework Plan.

Title 7 addresses housing choice. Metro adopted voluntary affordable housing goals for each city and county in the region for the Years 2001 to 2006, but never updated them. Since this ordinance adopts a plan for the period 2015 to 2035, Tile 7 does not apply. Nevertheless, the new *2035 Comprehensive Plan* adopts affordable housing production goals that greatly exceed those adopted by the outdated Title 7.

Urban Growth Management Functional Plan Title 8 Findings, Compliance Procedures

Title 8 addresses compliance procedures. This Title requires the City to notify Metro of pending land use decisions by providing Metro a copy of the 35-Day notice required by the DLCD for proposed completion of a periodic review task. This notice was provided to Metro. Title 8 also requires the City to provide findings of compliance with the *Urban Growth Management Functional Plan*. The findings in this ordinance were also provided to Metro. All applicable requirements of Title 8 have been met.

Urban Growth Management Functional Plan Title 9 Findings, Performance Measures

Title 9 addressed performance measures, but was repealed. The former Title 9 does not apply to this ordinance.

Urban Growth Management Functional Plan Title 10 Findings, Definitions

Title 10 contains definitions. Whenever the City had a question about a term in the *Urban Growth Management Functional Plan*, the definition in Title 10 was applied. When the 2035 *Comprehensive Plan* adopted by this ordinance uses a term found in Title 10 either the term has the same meaning found in Title 10, or the difference is explained in these ordinance findings. All applicable requirements of Title 10 requirements have been met.

Urban Growth Management Functional Plan Title 11 Findings, Planning for New Urban Areas

Title 11 addresses planning for new urban areas. Since no areas added to the urban growth boundary or designated as urban reserves have been assigned to Portland by Metro for planning, Title 11 does not apply to this ordinance.

Urban Growth Management Functional Plan Title 12 Findings, Protection of residential Neighborhoods

Existing neighborhoods are essential to the success of the 2040 Growth Concept. The intent of Title 12 of the Urban Growth Management Functional Plan is to protect the region's residential neighborhoods. The purpose of Title 12 is to help implement the policy of the Regional Framework Plan to protect existing residential neighborhoods from air and water pollution, noise and crime and to provide adequate levels of public services.

Title 12 addresses protection of residential neighborhoods. This title largely restricts Metro's authority to plan and regulate, but does allow City designation of "neighborhood centers." The City has not exercised the option to designate neighborhood centers within the meaning of Title 12, but has employed the same term with a different meaning. The areas designated as a neighborhood center on the 2035 *Comprehensive Plan* map are functionally equivalent to a main street designation within Title 6. Since, the City has not employed any of the optional provisions of Title 12, that title does not apply to this ordinance.

Urban Growth Management Functional Plan Title 13 Findings, Nature in Neighborhoods

The purposes of this program are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams' headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region.

Title 13 addresses nature in neighborhoods. The City adopted a new *Natural Resources Inventory* by Ordinance No. 185657, and this inventory was approved as a completed periodic

review task by LCDC Order 001850. On January 16, 2013 the City received a letter from Metro stated that Portland, upon adoption of this inventory, had also achieved compliance with Title 13.

The LCDC and Metro approved inventory identified the location, quantity and quality of various natural resources, and determined their significance – including identification of significant fish and wildlife habitat areas and riparian areas regulated by Title 13. In addition to the previously approved inventory, this ordinance adopts *2035 Comprehensive Plan* Policies 7.19 through 7.22 that concern “Planning for Natural Resources” and Policies 7.23 to 7.26 that concern “Protecting Natural Resources.” Both sets of policies are fully compatible with regulations needed to carry out Title 13.

As noted in the findings for Title 14, West Hayden Island is a Habitat Conservation Area within the meaning of Title 13. Title 13 states: “The City of Portland shall develop a District Plan that complies with Metro Code Section 3.07.1330(B)(4)(a), in cooperation with the Port of Portland, that applies to West Hayden Island.” The City prepared such a plan, with Port participation, but it was withdrawn from Council consideration when the Port objected to its adoption. Metro Code 3.07.1330(B)(4)(a) allows the adoption of a plan that either complies with Metro Code Section 3.07.1330(B)(1) or Metro Code Section 3.07.1330(B)(2). On January 16, 2013 the City received a letter from Metro stating that Portland had also achieved compliance with Title 13 by adoption of an inventory maps that “substantially comply with the Metro Habitat Conservation Areas Map” as required by the Section 3.07.1330(B)(2) option. These maps are also adopted as official comprehensive plan supporting documents for the *2035 Comprehensive Plan* adopted by this ordinance.

Because this ordinance leaves in place and the unchanged land use regulations and inventories previously determined to comply with Title 13, and because no provision on the maps or policies adopted by this ordinance requires changes to these inventories and land use regulations, all applicable requirements of Title 13 have been met.

Urban Growth Management Functional Plan Title 14 Findings, Urban Growth Boundary

Title 14 addresses the regional urban growth boundary. Since this ordinance does not require, nor initiate, a boundary change, title 14 does not apply.

Summary, Urban Growth Management Functional Plan Findings

The Metro Title 10 definition of comply or compliance means “substantial” rather than absolute compliance. "Substantial compliance" means city and county comprehensive plans and implementing ordinances, on the whole, conforms with the purposes of the performance standards in the functional plan and any failure to meet individual performance standard requirements is technical or minor in nature.

For the facts and reasons stated above this ordinance substantially complies with all *Urban Growth Management Functional Plan* requirements applicable to Task IV of Portland’s periodic review work program.

Metro Regional Transportation Functional Plan (RTFP, Chapter 3.08)

The *Regional Transportation Plan (RTP)* establishes an outcomes based framework that is performance-driven and includes policies, objectives and actions that direct future planning and investment decisions to consider economic, equity and environmental objectives.

The principal performance objectives of the *RTP* are improved public health, safety and security for all; attraction of jobs and housing to downtowns, main streets, corridors and employment areas; creating vibrant, livable communities, sustaining the region’s economic competitiveness and prosperity; efficient management to maximize use of the existing transportation system; completion of the transportation system for all modes of travel to expand transportation choices; increasing use of the transit, pedestrian and bicycle systems; ensuring equity and affordable transportation choices; improving freight reliability; reducing vehicle miles traveled and resulting emissions; and promoting environmental and fiscal stewardship and accountability.

The *Regional Transportation Functional Plan (RTFP)* implements the Goals and Objectives in section 2.3 of the *RTP* and the policies of the *RTP* and its constituent freight, high-capacity transit and transportation system management and operations plans which cities and counties of the region will carry out in their comprehensive plans, transportation system plans (TSPs), other land use regulations and transportation project development.

Local implementation of the *RTP* is intended to result in a more comprehensive approach for implementing the *2040 Growth Concept*, help communities achieve their aspirations for growth and support current and future efforts to achieve the principal objectives of the *RTP* and address climate change. The *RTFP* is intended to be consistent with federal law that applies to Metro in its role as a metropolitan planning organization, the Oregon Transportation Plan, and Statewide Planning Goal 12 (Transportation) and it’s Transportation Planning Rule (TPR). If a TSP is consistent with this *RTFP*, Metro deems it consistent with the *RTP*.

Regional Transportation Functional Plan Title 1, System Design

Title 1 addresses street, transit, freight, bicycle and pedestrian system design, green street design, street connectivity, bicycle and pedestrian connections to the transit system, modal plans, and system management.

Street designs in the already adopted *Portland Design Guide for Public Street Improvements* (October 1993) generally consistent with Metro standards. This document provides detailed design and engineering specifications, and is used in tandem with street functional and design classifications, which provide guidance on the specific elements that must be accommodated in specific locations. Portland’s existing *TSP* contains master street plans for areas that do not meet

Metro connectivity standards. These plans are being carried over into the new *TSP*, and further refined as part of periodic review Task V.

The *TSP* project list includes a large number of projects that provide better pedestrian and bike connections to transit. This was emphasized in two geographies in particular: the SW Corridor, and East Portland. For example, in the SW Corridor, projects #90088, and #90026 will improve pedestrian access from OHSU and Multnomah Village to the new SW corridor High Capacity Transit project. East Portland examples include project #50049 and #80033, which will make significant pedestrian improvements along 122nd Avenue, and surround East Portland MAX stations.

The City's existing zoning code includes design standards that regulate the orientation of buildings to the street, and limit the location of parking lots and auto-oriented uses. These standards are being updated through the Commercial/Mixed Use zoning rewrite, which is occurring as an element of periodic review Task V.

The City has existing adopted modal plans for transit²⁸, freight, bikes, and pedestrians. The *2035 Comprehensive Plan* and *TSP* incorporates goals and policies from the 2011 *Bicycle Plan for 2030*. Corresponding changes to bike classifications are being updated with the upcoming periodic review implementation measures (Task V). The freight and pedestrian plans were adopted in 2006 and 1998, respectively, and have previously been incorporated into the *TSP*. Those plans are carried forward as part of the new *TSP*, but have not been changed. Updated to the modal plans are anticipated as a post-acknowledgement amendment at some time after 2017. Policies 9.17 through 9.40 in the 2035 *Comprehensive Plan* provide high level mode-related policies to guide that work. The City is working toward a future update of its transit plans by initiating coordination with Trimet through its Service Enhancement process, through a pending new memorandum of understanding²⁹, and through several studies that are in progress (*Growing Transit Communities Plan*, and the *Enhanced Transit Corridors Study*).

The *2035 Comprehensive Plan* and *TSP* takes system management approach, rather than proposing construction of new roadway capacity. The *TSP* project list contains a number of ITS projects to manage the existing system better through signal technology and live information about traffic conditions. The plan policies also promote integration of these approaches into emerging vehicle technology (Policies 9.39, 9.45, 9.48). Expanded TDM programs are also promoted through policy (Policies 9.52-9.54).

Title 1 also addresses Green Street Elements (3.08.110.A.2). The City's existing development regulations comply with these requirements because the City has adopted standards for incorporation of green elements into public and private streets (17.38 , 33.654, And the *BDS Admin Rule for Private Rights-of-Way - Streets, Alleys, Shared Courts, Common Greens and Pedestrian Connections*). These standards, developed to ensure compliance with federal water quality mandates, include requirements to include green features in streets, such as vegetated

²⁸ The master street plan for transit in the *TSP*, which will be updated in Stage 3, serves as the cities modal plan for transit. Cities are not required to have a stand-alone plan, but do need a plan/map in the *TSP*.

²⁹ See Letter of Intent signed September 1, 2015

swales, planters, street trees, and pervious pavement.

In conclusion, the *2035 Comprehensive Plan* and *TSP* meets *RTFP* Title 2 because:

- Already adopted street design standards are generally consistent with Metro standards;
- The City had existing street classifications and street plans, which are not amended with this ordinance;
- The City's existing zoning code includes design standards that regulate the orientation of buildings to the street, require pedestrian connections, and limit the location of parking lots and auto-oriented uses, and;
- City has an existing suite of modal plans that have already been deemed to meet the requirements of this Title.

Regional Transportation Functional Plan Title 2, TSP Updates

Title 2 describes certain elements that must be included and standards that apply when a City updates its *Transportation System Plan (TSP)*. This title is applicable because the *2035 Comprehensive Plan* incorporates updates to the *TSP*. In particular, this ordinance adopts a new list of transportation projects needed to support forecast growth through 2035³⁰. New transportation policies are also being adopted.

Table 3.08-2 of the *RTFP* contains the same mobility standards described in Policy 1F of the *Oregon Highway Plan*. The *Oregon Highway Plan* Policy 1F findings above are therefore also applicable to documentation of *RTFP* compliance. The *RTFP* applies these targets to state facilities and to other regional facilities shown on Figure 2-7 of the *RTP*. As a supplement to the *Oregon Highway Plan* findings, all non-ODOT City streets on Figure 2-7 have been evaluated.

Table 1 below identifies the links (in addition to the ODOT facilities listed in *OHP* Policy 1F findings) that will not meet mobility targets, based on the third model run³¹. For each location, the table identifies the recommended *TSP* project, study, or refinement plan associated with each location. These projects, plans, and studies provide a mechanism for more location-specific analysis, to identify the best way to make progress toward better meeting mobility targets in these locations.

³⁰ Pursuant to Portland's periodic review work order, this is approximately 123,000 new households and 142,000 new jobs (2010-2035). This is based on Metro Council Ordinance No. 12-1292A, November 29, 2012.

³¹ This information is taken from transportation modelling results maps and data tables provided to City Council in a memo dated April 18, 2016.

RTFP - Table 1. Additional regionally-important facilities that do not meet Table 3.08-2 mobility targets (in addition to the state facilities identified in *Oregon Highway Plan* findings)

Street/Road	Location	Response (Projects and Studies)
Morrison Bridge	various approach ramps	MMA projects, CC2035 Plan, Project #20117
Hawthorne Bridge	Approach ramps and bridge	MMA projects, CC2035 Plan
NE Couch	NE Sandy to 11 th	monitor
NE Martin Luther King Jr. Blvd	Hancock to Freemont	Streetcar Project
NE Sandy Blvd.	47 th to 50 th	Projects #40068, 40069
NE Killingsworth	Kerby to Vancouver	Project #30028
NE Halsey	86 th to 102 nd	Project #40086.2
NE Glisan	60 th to 99 th	NE Glisan Study, Projects #70059, 70079
NE 33 rd Ave.	Broadway to Freemont	monitor
W. Burnside	at Barnes Road	Project #60006
E. Burnside	60 th to Thornburn	Project #70010
SE Foster Rd.	51 st to 82 nd	Project #70021, 70047
SE Foster Rd.	122nd to City boundary	ODOT “Hot Spot” Refinement Plan, Pleasant Valley Area Study
SE Tacoma	Sellwood Bridge to McLoughlin	Project #70055, 70057

Regional mobility corridors have been considered in the City’s analysis and evaluation. Some of the largest investments within the *TSP* project list are being made to provide additional options within regional mobility corridors. This includes the SW Corridor project (#90106), Powell-Division High Capacity Transit (#80040), and overcrossings and rail crossing grade separation in the Columbia Corridor (#30066, for example). Modeling results suggest that congestion will continue to be a concern in a number of these corridors in 2035. Several studies identified in the *TSP* are aimed at regional mobility corridors, including the I-205 study, and the Foster-Powell study.

Solutions identified in the *TSP* project list emphasize system management, TDM, transit, bicycle, and pedestrian improvements. This was described in the Goal 12 findings above. Land use strategies have also been used to create a more walkable, bike-able, and transit-friendly urban form. In particular, the land use plan’s emphasis on focusing growth in identified centers helps ensure more destinations are within walking distance of every household (See Comp Plan Policies 3.33 and 3.37).

The *2035 Comprehensive Plan* and *TSP* include performance targets consistent with those in the *RTP/RTFP*. Transportation policies and *TSP* objectives include reference to Metro’s Interim Regional Mobility Policy, and the City is adopting modal targets. Title 2 identifies several performance measures that must be incorporated into the *TSP*, including those that address mode splits, mobility and congestion, safety, vehicle miles travelled per capita, and freight reliability.

Table 6 summarizes Metro’s modal targets.

RTFP - Table 2. Metro’s Non-SOW Modal Targets

2040 Design Type	Non Drive Alone Modal Target
Portland Central City	60-70%
Regional and Town Centers, Main Streets, Station Communities, Corridors, Passenger Intermodal Facilities (for example, PDX)	45-55%
Industrial, freight intermodal facilities, employment areas, inner and outer neighborhoods	40-45%

The *2035 Comprehensive Plan* includes policies to meet or exceed Metro’s modal and VMT targets (Policy 9.5). Portland has previously adopted through resolution a citywide goal that 70% of commute trips occur through walking, biking, transit, carpooling, or telecommute³². In addition, the specific modal targets are being integrated into the TSP as an objective. As described above in findings under Goal 12 and the TPR, single occupancy vehicle mode share declines with the *2035 Comprehensive Plan*, while bicycle, walking, and transit mode shares increase. Analysis suggests that under the *2035 Comprehensive Plan*, the percentage of trips taken by automobile could drop to just over half of all trips. Model-based analysis includes all types of trips, so it is not directly comparable to the Metro target, which emphasizes commute trips. The modelling, however, suggests that the recommended plan is moving this metric in the right direction, toward that *Portland Plan* goal.

The *2035 Comprehensive Plan* includes Goal 9A, which sets a target of zero traffic-related fatalities and serious injuries. The plan also adopts regional interim mobility standards into the *2035 Comprehensive Plan* (Policy 9.50/Figure 9-4). Policy 9.49 also directs the City to establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in Comprehensive Plan goals 9.A. through 9.I (which address safety, meeting multiple objectives, place-making, sustainability, equity, health, prosperity, and cost effectiveness), This will occur in the forthcoming Stage 3 of the TSP Update (proposed with periodic review Task V).

In the forthcoming Stage 3 of the *TSP*, the City is also proposing more specific objectives to supplement Policy 9.5, to establish modal targets for transit (25%), cycling (25%), walking (7.5%), and carpooling (10%). The City may also choose to adopt targets for working at home/telecommuting. To facilitate this, policies have been included in the plan to facilitate home businesses (Policy 6.65). In addition, targets for vehicle ownership rates and carbon emissions are proposed as *TSP* objectives as part of the *TSP* Stage 3 package.

Title 2 also requires consideration of the needs of environmental justice populations. The *2035 Comprehensive Plan* and *TSP* included several steps to examine equity and potential impact on environmental justice populations. As an element of the *Growth Scenarios Report*, the City

³² *Climate Action Plan and Portland Plan*

developed a study and a set of maps to assess gentrification and displacement risk³³. This study incorporated a number of different demographic datasets, as well as rates of demographic change, and real estate conditions. Demographic risk factors included presence of communities of color, renters, people with lower educational attainment, and households with lower incomes. The mapping used in this study was updated a number of different times during the project. It was used as a tool to understand which land use decisions and projects would be most likely to impact vulnerable populations (either positively or negatively). During development of the *TSP* project list, this data was used as an element of project ranking³⁴. Projects that improve safety, access (opportunity and neighborhood), and/or health for underserved populations (low-income, people of color, seniors and youth) received additional points in the ranking, and were therefore more likely to become projects listed on the financially-constrained project list. The emphasis on safety, access, and opportunity in this evaluation was intended to emphasize that the project must benefit a community, rather than receiving points for simply passing through a community. For example, sidewalk improvements to improve access to schools and transit in a community was identified as a benefit because the facility would serve the local population directly. A rail project or arterial road project that simply passed through a community was not awarded these points. Negative points were given to projects that may have a local health impact on such communities.

In conclusion, the *2035 Comprehensive Plan* and *TSP* meets *RTFP* Title 2 because:

- System needs have been identified as described in earlier Goal 12 and TPR findings, based on an analysis of gaps and deficiencies.
- Analysis has been based on growth assumptions which are aligned with Metro as directed in the City's periodic review work order.
- Through modelling the City has identified locations within the regional network that may fail to meet regional mobility standards in 2035, and the *TSP* includes projects, studies and refinement plans to consider appropriate remedies or other system management responses.
- Solutions identified in the *TSP* project list emphasize system management, TDM, transit, bicycle, and pedestrian improvements, and land use strategies.
- The project selection and ranking criteria included consideration of environmental justice populations.
- Regional mobility corridors have been considered in the City's analysis and evaluation.
- The *2035 Comprehensive Plan* and *TSP* include performance targets and related policies consistent with those in the *RTP/RTFP*.

³³ *Gentrification and Displacement Study: implementing an equitable inclusive development strategy in the context of gentrification*. Commissioned by City of Portland Bureau of Planning and Sustainability. Authored by Lisa K. Bates, PhD, Updated: 05/18/13.

³⁴ *TSP Major Projects Performance Report*, March 2015

Regional Transportation Functional Plan Title 3, Projects

Title 3 requires the City to identify the location and general description/parameters of planned facilities. The *2035 Comprehensive Plan* and *TSP* is consistent with this title because the project list has been mapped, and includes project descriptions/parameters, estimated costs, and timeframes.

Regional Transportation Functional Plan Title 4, Parking Management

Title 4 requires cities to establish parking ratios within a specified range (minimums and maximums) in their development codes. This title also requires that cities establish minimum bicycle parking requirements, and requires certain design standards for large parking areas. The title also requires parking management plans and policies in centers and station communities. The current phase (periodic review Task IV) of the *2035 Comprehensive Plan* and *TSP* updates policies, project lists, and land use designations, but does not change development regulations. Therefore, this policy is not directly applicable to the present ordinance.

Nonetheless, this ordinance relates to this policy in two ways. First, *the 2035 Comprehensive Plan* policies include updated parking policies (policies 9.54 to 9.60), which will form the basis of future updates to parking regulations. Second, the new *2035 Comprehensive Plan Map* formally identifies centers and station communities within Portland, which provides a clearer basis for application of parking policies to those geographies, consistent with *RTFP* Title 4.

The city has previously adopted regulations into its development codes that comply with this title, including parking minimums and maximums within the required ranges, bicycle parking requirements, and design regulations for large parking-oriented developments. As an element of periodic review Task V, the City is updating a variety of development regulations, including commercial mixed-use zoning codes. These code updates will include changes to parking requirements in some zones. In particular, the changes are designed to facilitate greater use of shared parking, and paid parking.

Finally, while not part of the present ordinance, the City is proceeding with new parking management programs and a toolkit for fast growing mixed use centers and station areas. Initial proposals were developed in mid-2015, and are expected to be adopted in 2016³⁵. In conclusion, the *2035 Comprehensive Plan* and *TSP* meets *RTFP* Title 2 because the current phase of the *2035 Comprehensive Plan* and *TSP* updates do not change acknowledged development regulations that already implement these Metro requirements.

Regional Transportation Functional Plan Title 5, Comp Plans

This title includes requirements for amendments to comprehensive plans. It requires cities to consider certain strategies, including, transportation system management, transportation demand

³⁵ *Parking Management Toolkit*. Prepared By: Kittelson & Associates, Inc., March 2016

management, transit improvements, bike improvements, pedestrian improvements, traffic calming, land use, connectivity, and capacity. These strategies have been considered, and are incorporated into the plan as discussed in earlier findings, including *RTFP* Title 1 and 2 findings, OAR 660-012-035 findings, *Oregon Highway Plan* Goal 1G, 2E and 4D findings, and in general Goal 12 findings.

This Title also describes required supplemental analysis if a city incorporates projects into its TSP that is not in the regional *RTP*, and will result in a significant increase in SOV capacity. The City has not proposed any facilities that are not in the *RTP* that will result in significant increases to SOV capacity.

This title also includes procedures that apply when a city is not including a regionally-identified project in a local *TSP*. The *2035 Comprehensive Plan* and *TSP* generally contains all regionally-identified projects included in the *RTP*, with one exception: projects associated with the annexation and development of West Hayden Island. Through a recent multi-agency planning process to consider annexation, and through its Statewide Planning Goal 9 analysis, the Port withdrew its annexation request, and City has determined that there is not a need to annex and develop West Hayden Island within the 20-year planning horizon of the *2035 Comprehensive Plan*. As a result, the City has chosen to not include associated transportation projects in its *TSP*. This includes a potential new bridge from Marine Drive to West Hayden Island, and several projects to extend rail access to the site. Through the regional *RTP* update the City will be requesting removal of those projects from the regional plan.

Regional Transportation Functional Plan Title 6, Compliance

Title 6 describes *RTFP* compliance procedures. The *RTFP* was adopted in 2010, and last amended in 2012. The City's current periodic review order was initiated in 2007, the same year that the City's existing *TSP* was last amended. Since then, the City has worked with Metro to coordinate development of the *2035 Comprehensive Plan* and associated *TSP* with updates to the *RTP* - both in relation to the 2014 *RTP* (which occurred mid-process in relation to the City's periodic review project), and in anticipation of the 2018 *RTP* update (which will presumably occur after acknowledgement). Metro has been notified of hearings and various milestones of project development.

The following checklist has been developed in coordination with Metro as a tool to document compliance with the *RTFP*.

RTFP – Table 3. Metro Checklist

Regional Transportation Functional Plan Requirement	Local TSP Reference
Title 1: Transportation System Design	
Title 1, Street System Design Sec 3.08.110A(1) – Complete Streets	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.1, 9.2, 9.6, 9.13 to 9.15 TSP Stage 2 (Pending, PR Task V): Objective 11.10.D
Title 1, Street System Design Sec 3.08.110A(2) - - Green Streets	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.1, 9.15 TSP Stage 2(Pending, PR Task V): Objectives 11.10.D, N, O, Q Existing City Code 17.38, Stormwater Management 33.654, Rights of Way BDS Admin Rule for Private Rights-of-Way - Streets, Alleys, Shared Courts, Common Greens and Pedestrian Connections Ys
Title 1, Street System Design Sec 3.08.110A(3) – Transit Supportive	TSP Stage 1 (PR Task IV): Policy 9.1, 9.6, 9.24 to 9.28 TSP Stage 2 (Pending, PR Task V): Objectives 11.10.E, H, K
Title 1, Street System Design Sec 3.08.110B - Regulations	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.6, 9.12, 9.16 to 9.18, 9.44 to 9.46 TSP Stage 2 (Pending, PR Task V): Objectives 6.8.A-E / 6.22.C / 11.10.J/ 11.11.A-E Section 2: Objectives 6.13.D,F/11.10.E Existing City Code 33.654, Rights of Way 17.82, Land Divisions Design Guide for Public Street Improvements BDS Admin Rule for Private Rights-of-Way - Streets, Alleys, Shared Courts, Common Greens and Pedestrian Connections
Title 1, Street System Design Sec 3.08.110C -	TSP Stage 1 (PR Task IV), Comp Plan Policy 9.2, 9.14, 9.46, TSP Stage 2 (Pending, PR Task V):

Regional Transportation Functional Plan Requirement	Local TSP Reference
Connectivity	Section 6: Street Design Classification Descriptions Section 9: Master Street Plans Descriptions and Maps
Title 1, Street System Design Sec 3.08.110D – New Streets	TSP Stage 2 (Pending, PR Task V): Section 9, Master Street Plans Descriptions and Maps
Title 1, Street System Design Sec 3.08.110E, F – New Development and Redevelopment	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.15, 9.46 TSP Stage 2 (Pending, PR Task V): Objectives 6.20.A-D, Objectives 11.11.A-E Mixed Use Zoning Update Existing City Code 33.654, Rights of Way 17.88.040, Through Streets
Title 1, Street System Design Sec 3.08.110G – Hwy Access Management	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.28, 9.44 to 9.49 TSP Stage 2 (Pending, PR Task V): Objectives 6.20.A-D, 6.16.A-C Existing City Code 17.28.110, Driveways
Title 1, Transit System Design Sec 3.08.120A – Bike/Ped Connections	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.16, 9.21, 9.22 TSP Major Projects + Citywide Programs Recommendation List TSP Stage 2 (Pending, PR Task V): Mixed Use Zoning Update Existing City Code 33.120.220, Building Setbacks on a Transit Street, in Pedestrian District 33.120.255, Pedestrian Standards
Title 1, Transit System Design Sec 3.08.120B(1) – Transit Plan	TSP Stage 3: District Policies and Maps, for transit

Regional Transportation Functional Plan Requirement	Local TSP Reference
Title 1, Transit System Design Sec 3.08.120B(2) – Access to Transit Design Standards	<p>TSP Stage 1 (PR Task IV): Comp Plan Goal 3.C (Focused growth)</p> <p>Comp Plan Policy 3.2, 3.19, 3.44, 3.49, 3.54-3.60, 4.6, 4.23, 9.12, 9.22-26</p> <p>TSP Stage 2 (Pending, PR Task V): Objectives 6.19.A-D</p>
Title 1, Pedestrian System Design Sec 3.08.130A - Pedestrian Plan	<p>TSP Stage 1 (PR Task IV): TSP Stage 1 (PR Task IV): Comprehensive Plan Policy 9.2, 9.6, 9.16-9.18</p> <p>TSP Major Projects + Citywide Programs Recommendation List</p> <p>TSP Stage 3 (Pending): District Policies and Maps, for pedestrians Existing Plans Portland Pedestrian Master Plan</p>
Title 1, Pedestrian System Design Sec 3.08.130B - Pedestrian Districts	<p>TSP Stage 1 (PR Task IV): Comp Plan Policy 9.2, 9.12, 9.46</p> <p>TSP Stage 2 (Pending, PR Task V): Objectives 6.8.A, 6.20.A-D</p> <p>Objectives 11.11.A-E</p> <p>Section 4: Objective 6.23.G,I</p> <p>TSP Stage 3 (Pending): District-specific policies and maps</p>
Title 1, Pedestrian System Design Sec 3.08.130C - Direct Pedestrian Access	<p>TSP Stage 2 (Pending, PR Task V): Mixed Use Zones Project (Will require on-site pedestrian connectivity that meets regional connectivity requirements, and provide better links to existing Title 17 requirements).</p> <p>Existing City Code 33.120.220, Building Setbacks on a Transit Street, in Pedestrian District</p> <p>33.120.255, Pedestrian Standards</p> <p>33.654, Rights of Way</p> <p>17.88.040, Through Streets</p>
Title 1, Bicycle System Design Sec	<p>TSP Stage 1 (PR Task IV): Comprehensive Plan Policy 9.2, 9.6, 9.19-9.21</p>

Regional Transportation Functional Plan Requirement	Local TSP Reference
3.08.140- – Bicycle Plan	<p>TSP Major Projects + Citywide Programs Recommendation List</p> <p>TSP Stage 2 (Pending, PR Task V): Objectives 6.3 H-G; 6.23 A-L; 6.26 A, E, and F; 6.27 D and E; 11.10.F, R-T; 11.12 F</p> <p>Section 5, Bicycle Classification Maps</p> <p>TSP Stage 3 (Pending): District Policies and Maps, for bicyclists</p>
Title 1, Freight System Design Sec 3.08.150 – Freight Plan	<p>TSP Stage 1 (PR Task IV): Comprehensive Plan Policy 9.2, 9.7, 9.29-9.35, 9.40</p> <p>TSP Major Projects + Citywide Programs Recommendation List</p> <p>TSP Stage 3 (Pending): District Policies and Maps, for freight</p> <p>Existing Plans Portland Freight Master Plan</p>
Title 1, Transportation System Management and Operations Sec 3.08.160	<p>TSP Stage 1 (PR Task IV): Comprehensive Plan Policy 9.38, 9.44-9.54</p> <p>TSP Major Projects + Citywide Programs Recommendation List</p> <p>TSP Stage 2 (Pending, PR Task V): Section 14, Transportation Demand Management (TGM) and Code</p>
Title 2: Development and Update of Transportation System Plans	
Title 2, Transportation Needs Sec 3.08.210	<p>TSP Stage 1 (PR Task IV): Goal 12 and Oregon Highway Plan findings submitted with new Comprehensive Plan reference and describe modeling results.</p> <p>TSP Major Project and Citywide Program List</p> <p>TSP Major Projects Performance Report: https://www.portlandoregon.gov/transportation/article/522651</p> <p>Multimodal System Completeness, A strategy for Measuring and Building Portland’s Transportation System (2015)</p> <p>Alternative Mobility Standards and Performance Measures (2012)</p> <p>Citywide Systems Plan (2015)</p>

Regional Transportation Functional Plan Requirement	Local TSP Reference
	<p>TSP Stage 2 (Pending, PR Task V): Section 12, p.77: Studies List + ODOT Hot Spots Refinement Study</p> <p>Existing Plans, Studies</p> <ul style="list-style-type: none"> Columbia Multimodal Corridor Study (2012) Portland Bicycle Plan for 2030 (2010) Infrastructure Condition and Capacity Report (2009) Central Portland Transportation Plan Assessment (2009) Portland Streetcar System Concept Plan (2009) Portland Freight Master Plan (2006) Portland Pedestrian Master Plan (1998) Portland Traffic Safety Report (2016) High Crash Corridor Map, 2008 to 2012 Regional Trails and Greenway Map (2014)
<p>Title 2, Sec 3.08.220 Transportation Solutions</p>	<p>TSP Stage 1 (Task IV): Comprehensive Plan Policy 3.33 and 3.37 (Land Use Strategy per 3.08.220.A.4)</p> <p>The TSP Major Projects and Citywide Programs includes significantly expanded TSM and TDM citywide programs, including Freight Priority, Transit Priority, and proposed expansion of TDM to new multifamily and office development. Pedestrian, bicycle, and transit gaps and deficiencies in centers and corridors, and in areas with disadvantaged communities, received higher project evaluation scores.</p> <p>ODOT, Metro, TriMet, the Port, and public and private sector stakeholders were involved in establishing project evaluation criteria and establishing the project and program constrained and unconstrained lists.</p>
<p>Title 2, Performance</p>	<p>TSP Stage 1 (PR Task IV):</p>

Regional Transportation Functional Plan Requirement	Local TSP Reference
Targets and Standards Sec 3.08.230	<p>Comprehensive Plan Policy 9.5, 9.48</p> <p>Goal 12 and Oregon Highway Plan findings submitted with new Comprehensive Plan reference and describe modeling results.</p> <p>Growth Scenario Report adopted with Task III of periodic review describes anticipated performance on a variety of metrics, including mode split, VMT, emissions.</p> <p>TSP Stage 2 (Pending, PR Task V):TSP Performance Measures (Section 10)</p>
Title 3: Transportation Project Development	
Title 3, Defining Projects in Transportation System Plan Sec 3.08.310	<p>TSP Stage 1 (PR Task IV): TSP Projects and Programs</p> <p>TSP Stage 2 (Pending, PR Task V):</p> <ul style="list-style-type: none"> Master Street Plans Street Classification Maps <p>Existing City Code</p> <ul style="list-style-type: none"> Design Guide for Public Street Improvements
Title 4: Regional Parking Management	
Title 4, Parking Management Sec 3.08.410	<p>TSP Stage 1 (PR Task IV):</p> <ul style="list-style-type: none"> Comp Plan Policy 9.54-9.60 <p>TSP Stage 2 (Pending, PR Task V):</p> <ul style="list-style-type: none"> Objective 6.25.A-C, 6.26.A-D, 6.27A-C. Objective 6.31.E On-street Truck Loading Commerical/Mixed Use Code <p>Pending Centers and Corridors Parking Management Toolkit – technical reference document (to be adopted in June 2016).</p> <p>New parking code (Pending, June 2016)</p> <p>Existing Zoning Code</p> <ul style="list-style-type: none"> 33: 33.266.110.D – areas near transit exempted from minimums 33.266.130.F.5 – Large parking lots 33.266.200 – bicycle parking

Regional Transportation Functional Plan Requirement	Local TSP Reference
	Table 266-1 & 266-2 minimum and maximum parking tables 33.510.261-267 – Central City no parking minimums
Title 5: Amendment of Comprehensive Plans	
Title 5, Amendments of City and County Comprehensive and Transportation System Plans Sec 3.08.510A,B	TSP Stage 1 (PR Task IV): Comp Plan Policy 9.53: TDM – new development TSP Stage 2 (Pending, PR Task V): Section 10: Performance measures page 5 Interim Regional Mobility Policy
Title 5, Amendments of City and County Comprehensive and Transportation System Plans Sec 3.08.510C	TSP Stage 1 (PR Task IV): TSP Major Projects + Citywide Programs Recommendation List

Portland Comprehensive Plan Findings

Ordinances that amend comprehensive plans have to comply with policies that are not being amended. Since this ordinance repeals and replaces the existing comprehensive plan, no part of that plan applies to this ordinance.

Portland City Code Findings

Under Chapter 33.740 of the City code, the update of the 2035 *Comprehensive Plan*'s factual base is a legislative project assigned to the PSC for a public hearing and recommendation and to the City Council for a public hearing and decision. These city code requirements have been met as demonstrated by the public meeting notices, agendas, testimony and minutes. While these materials are not attached to this ordinance, they were filed with the Council Clerk and became part of the record before the City Council when this ordinance was adopted. Appendix D of the CIC report accepted with a companion ordinance contains a two-page list of all PSC hearings, briefings and work sessions from April 12, 2012 to July 14, 2015. The requirement of the City Code most applicable to this ordinance is, that before the City Council considers a recommendation of the PSC, individuals and organizations identified by the code must be mailed notice 14 days in advance of the City Council hearing. The hearing date for this ordinance was November 19, 2015. To test the timely receipt of these notices the City mails a notice to itself, in addition to those on the legislative mailing list. That test notice was received before October 13,

2015. The 14-day code requirement has been met. The City also mailed 28,000 notices as required by ORS 117.186 (known as Measure 56) to potentially affected property owners. All City Code requirements have been met.

Findings Addendum

Addendum to Exhibit A “Further Findings of Fact” for substitute ordinance, “Adopt a new Comprehensive Plan for the City of Portland, Oregon, which replaces and supersedes the Comprehensive Plan adopted with Ordinance 150580, amend Ordinance Nos. 161770, 165861 and 177028.”

Metro Title 7 Housing Choice

Title 7 of *Metro’s Regional Urban Growth Management Plan* requires local governments to adopt aspirational goals to increase the region’s supply of supply of affordable housing.

In particular, section 3.07.730 of the Metro Code requires Portland to include in its Comprehensive Plan strategies and measures to ensure a diverse range of housing types, maintain the existing supply of affordable housing, increase the opportunities for new affordable housing, and increase opportunities for households of all income levels to live throughout Portland.

Ensuring a diverse range of housing types.

The City Council fulfilled its period Review Task II obligations on October 3, 2012, by adopting Ordinance No. 185657 that contained a *Housing Needs Analysis* in five parts:

1. *Housing and Transportation Cost Study* – version as recommended by the PSC in December 2010
2. *Updates on Key Housing Supply and Affordability Trends* – version as recommended by the PSC on July 12, 2011
3. *Housing Supply* – version as recommended by the PSC on July 12, 2011
4. *Housing Affordability* – version as recommended by the PSC on July 12, 2011
5. *Housing Demand and Supply Projections* – version as recommended by the PSC on July 12, 2011

The Oregon Land Conservation and Development Commission approved Portland’s *Housing Needs Analysis* as meeting Statewide Planning Goal 10 and the Metropolitan Housing Rule on May 23, 2014 by Order 001850. Through operation of OAR 660-025-0160(8) Portland’s *Housing Needs Analysis* became an acknowledged supporting documents for Portland’s 2035 Comprehensive Plan.

This ordinance adopts an inventory of residential land sufficient to meet a range of housing needs for at least 20 years. The findings for Statewide Planning Goal 10 explains how Portland’s inventory of vacant and re-developable residential land can accommodate the identified range of housing needs.

Maintaining the existing supply of affordable housing

The *2035 Comprehensive Plan* contains explicit policies aimed at maintain the existing supply of affordable housing. Examples include:

Policy 5.12 Impact analysis. Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.15 Gentrification/displacement risk. Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.16 Involuntary displacement. When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

Policy 5.30 Housing cost burden. Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.

Policy 5.36 Impact of regulations on affordability. Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.

Policy 5.37 Mobile home parks. Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.

Increasing the opportunities for new affordable housing.

The *2035 Comprehensive Plan* contains Policy 5.26 that establishes a twenty-year production target of 10,000 new and regulated housing units that will be affordable to households with incomes between zero and eighty percent of the region's median family income. Other policies aimed at increasing supply include:

Policy 5.17 Land banking. Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

Policy 5.35 Inclusionary housing. Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing. Work to remove regulatory barriers that prevent the use of such tools.

Increasing opportunities for households of all income levels to live throughout Portland.

The *2035 Comprehensive Plan* contains policies aimed at increasing opportunities for households of a variety of income levels to live throughout the city. Examples include:

Policy 4.15 Residential area continuity and adaptability. Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

Policy 5.4 Housing types. Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single- dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.

Policy 5.39 Compact single-family options. Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

Policy 5.6 Middle housing. Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

Policy 5.46 Housing continuum. Prevent homelessness and reduce the time spent being homeless by allowing and striving to provide a continuum of safe and affordable housing opportunities and related supportive services including but not limited to rent assistance, permanent supportive housing, transitional housing, micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds/rest areas.

Conclusion

For the reasons stated above, and for the reasons stated in the findings for Statewide Planning Goal 10, the requirements of Title 7 have been met.

Conclusion of Law

For the reasons stated in the findings above this ordinance fulfills, with the noted exceptions for the TSP, all requirements of City's state-mandated periodic review order for Task IV.

... COMPREHENSIVE PLAN UPDATE ...

2035 Comprehensive Plan

What's Inside?

Vision and Guiding Principles

How to Use the Plan

Goals and Policies

List of Significant Projects

Comprehensive Plan Map

Glossary

June 2016

Portland's Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director
Ord. 187832, Vol. 1.1.B, page 131

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, interpretation or translation, please call 503-823-7700, the TTY at 503-823-6868 or the Oregon Relay Service at 711 within 48 hours prior to the event.

La Oficina de Planificación y Sostenibilidad se compromete a proporcionar un acceso equitativo a la información y audiencias. Si necesita acomodación especial, interpretación o traducción, por favor llame al 503-823-7700, al TTY al 503-823-6868 o al Servicio de Retransmisión de Oregon al 711 dentro de las 48 horas antes del evento.

规划和可持续发展管理局致力于提供获取信息和参加听证会的平等机遇。如果您需要特殊适应性服务、口译或翻译服务，请在活动开始前48小时内致电：503-823-7700、TTY: 503-823-6868 或联系俄勒冈州中继服务：711。

Cục Quy Hoạch và Bền Vững (The Bureau of Planning and Sustainability) cam kết đem lại quyền tiếp cận thông tin và xét xử công bằng. Nếu quý vị cần nhà ở đặc biệt, dịch vụ thông dịch hoặc phiên dịch, vui lòng gọi số 503-823-7700, dịch vụ TTY theo số 503-823-6868 hoặc Dịch Vụ Tiếp Âm Oregon theo số 711 trong vòng 48 giờ trước khi diễn ra sự kiện.

Управление планирования и устойчивого развития предоставляет равный доступ к информации и к проводимым слушаниям. Если Вам требуются особые условия или устный или письменный перевод, обращайтесь по номеру 503-823-7700, по телетайпу для слабослышащих 503-823-6868 или через Орегонскую службу связи Oregon Relay по номеру 711 за 48 часов до мероприятия.

Xafiiska Qorshaynta iyo Sugnaanta waxay u-heellan yihiin bixinta helitaan loo-siman yahay ee macluumaad iyo dhagaysiyada. Haddii aad u baahan tahat qabanqaabo gaar ah, afcelin ama turumaad, fadlan wac 503-823-7700, TTY-ga 503-823-6868 ama Xafiiska Gudbinta Oregon ee 711 muddo ah 48 saac gudahood kahor xafladda.

企画環境整備課 (The Bureau of Planning and Sustainability) は体に障害を持つ方にも情報や公聴会のアクセスの平等化を図る事をお約束します。もし、通訳、翻訳その他特別な調整が必要な方は503-823-7700か、TTY、503-823-6868、又はオレゴン・リレー・サービス・711に必要時の48時間前までにお電話ください。

ທ້ອງຖານແຜນການ ແລະຄວາມຍິນຍົງໃຫ້ຄຳໝັ້ນສັນຍາທີ່ຈະໃຫ້ການເຂົ້າເຖິງຂໍ້ມູນ ແລະການຮັບຟັງເທົ່າທຽມກັນ. ຖ້າທ່ານຕ້ອງການຢາກໄດ້ການແນະນຳຊ່ວຍເຫຼືອພິເສດ, ການແປພາສາ ຫຼືແປເອກະສານ, ກະລຸນາໂທຫາ 503-823-7700, ໂທດ້ວຍ TTY ທີ່ເປີ 503-823-6868 ຫຼືໜ່ວຍບໍລິການຮິເລເຊີວິສຂອງຮັຖອໍຣິກອນທີ່ເປີ 711 ພາຍໃນ 48 ຊົ່ວໂມງກ່ອນເວລາທີ່ທ່ານຕ້ອງການ.

يلتزم Bureau of Planning and Sustainability (مكتب التخطيط والاستدامة) بتقديم تكافؤ الوصول إلى المعلومات وجلسات الاستماع. إذا كنتم تحتاجون إلى مواءمات خاصة أو لترجمة شفوية أو تحريرية، فيرجى الاتصال برقم الهاتف 503-823-7700، أو خط TTY (الهاتف النصي) على رقم الهاتف 503-823-6868 أو خدمة مرّحل أوريغون على الرقم 711 في غضون 48 ساعة قبل موعد الحدث.

Biroul de Planificare si Dezvoltare Durabila asigura acces egal la informatii si audieri publice. Daca aveti nevoie de aranjament special, tradlatate sau traducere, va rugam sa sunati la 503-823-7700, la 503-823-6868 pentru persoane cu probleme de auz sau la 711 la Serviciul de Releu Oregon cu 48 de ore inainte de eveniment.

Управління планування та сталого розвитку надає рівний доступ до інформації та до слухань, які проводяться. Якщо Вам потрібні особливі умови чи усний чи письмовий переклад, звертайтеся за номером 503-823-7700, за номером телетайпу для людей з проблемами слуху 503-823-6868 або через Орегонську службу зв'язку Oregon Relay 711 за 48 годин до початку заходу.

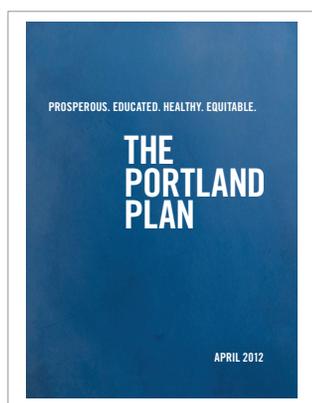
It is the policy of the City of Portland that no person shall be denied the benefits of or be subjected to discrimination in any City program, service, or activity on the grounds of race, religion, color, national origin, English proficiency, sex, age, disability, religion, sexual orientation, gender identity, or source of income. The City of Portland also requires its contractors and grantees to comply with this policy.

Portland's 2035 Comprehensive Plan guides how and where land is developed and infrastructure projects are built to prepare for and respond to population and job growth.

All cities and counties in Oregon are required to have a Comprehensive Plan. Portland's new Comprehensive Plan addresses future development, and it includes expectations for how and when community members will be involved in land use decisions. It helps coordinate policies and actions across City bureaus as well as with regional and state agencies.

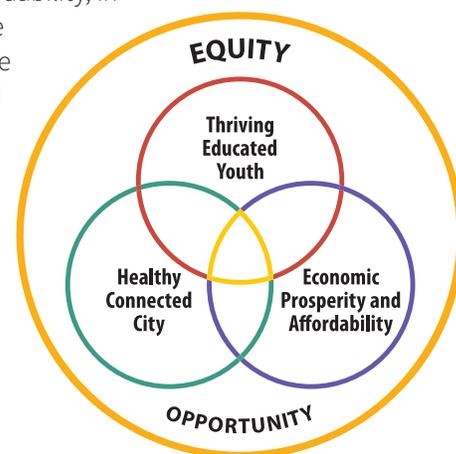
This plan is built on a solid foundation.

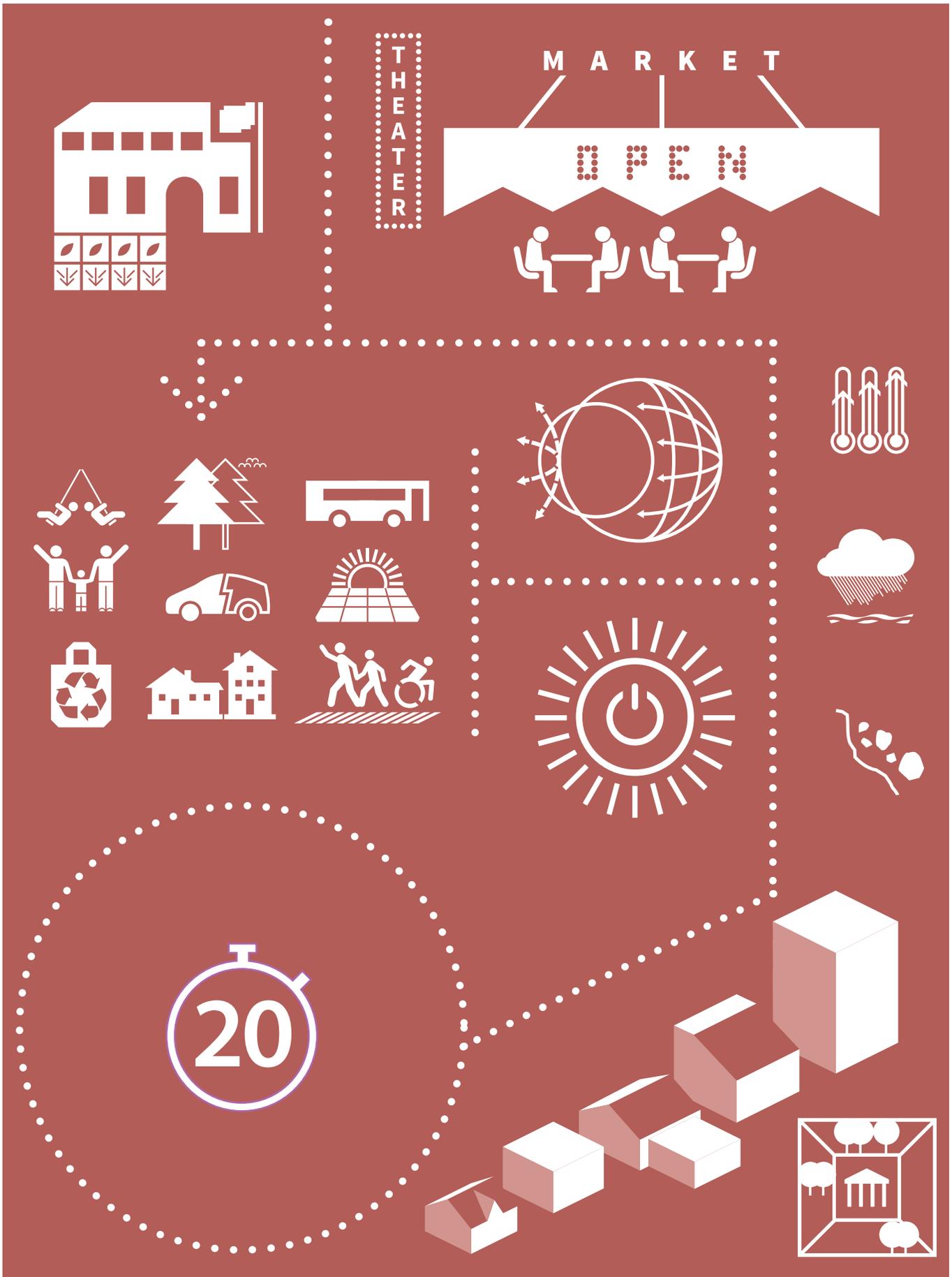
The 2035 Comprehensive Plan is built on the 2012 Portland Plan, the Climate Action Plan and Portland's 1980 Comprehensive Plan, which was Portland's first Comprehensive Plan developed under the statewide land use planning system. The new Plan continues the commitment to linking land use and transportation decisions. It expands the reasons for, and approaches to, improving Portland as a place that is walkable, bikeable and transit-friendly with active main streets. The Plan continues Portland's commitment to compact development, with active employment centers, expanded housing choice, and access to parks and open space.



The Portland Plan brought together more than 20 agency partners and thousands of residents, businesses and nonprofits to create a strategic plan to make Portland prosperous, healthy, educated and equitable. It provides a structure for aligning budgets and projects across numerous public agencies, guiding policies with an eye toward the year 2035, and a five-year action plan to get things started. The Portland Plan is organized around an equity framework, three integrated strategies and a set of measurable objectives to track progress.

The Comprehensive Plan is Portland's primary tool to implement the Portland Plan. The equity framework and the three integrated strategies — Healthy Connected City and Economic Prosperity and Affordability, in particular — provide the foundation for the Comprehensive Plan's goals and policies, capital project lists and maps. The Measures of Success for the Portland Plan will also be used to track progress of the Comprehensive Plan.





Contents

● Introduction

Vision and Guiding Principles

- Economic Prosperity
- Human Health
- Environmental health
- Equity
- Resilience

Infrastructure

● How to Use the Plan

● Goals and Policies

Chapter 1: The Plan

Chapter 2: Community Involvement

Chapter 3: Urban Form

Chapter 4: Design and Development

Chapter 5: Housing

Chapter 6: Economic Development

Chapter 7: Environment and Watershed Health

Chapter 8: Public Facilities and Services

Chapter 9: Transportation

Chapter 10: Land Use Designations and Zoning

● List of Significant Projects

● Comprehensive Plan Map

● Glossary

Vision

Portland is a prosperous, healthy, equitable and resilient city where everyone has access to opportunity and is engaged in shaping decisions that affect their lives.

Guiding principles

Not just where but HOW Portland will grow.

The Comprehensive Plan includes five Guiding Principles to recognize that implementation of this Plan must be balanced, integrated and multi-disciplinary. The influence of the Guiding Principles is seen throughout the Plan as they shape many of the individual policies and projects.



Economic Prosperity

Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.



Human Health

Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.



Environmental Health

Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.



Equity

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.



Resilience

Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

For more information on how the Guiding Principles are used, please see About the Plan and Chapter 1: The Plan.

Portland is expected to grow.

Portland's economy, neighborhoods, resources, natural setting and the lifestyle options they support continue to attract new residents to the city. Over the next 20 years, Portland is projected to add approximately **260,000 new residents** to the roughly 620,000 people who live here today and about **140,000 new jobs** to the 370,000 jobs in Portland now.

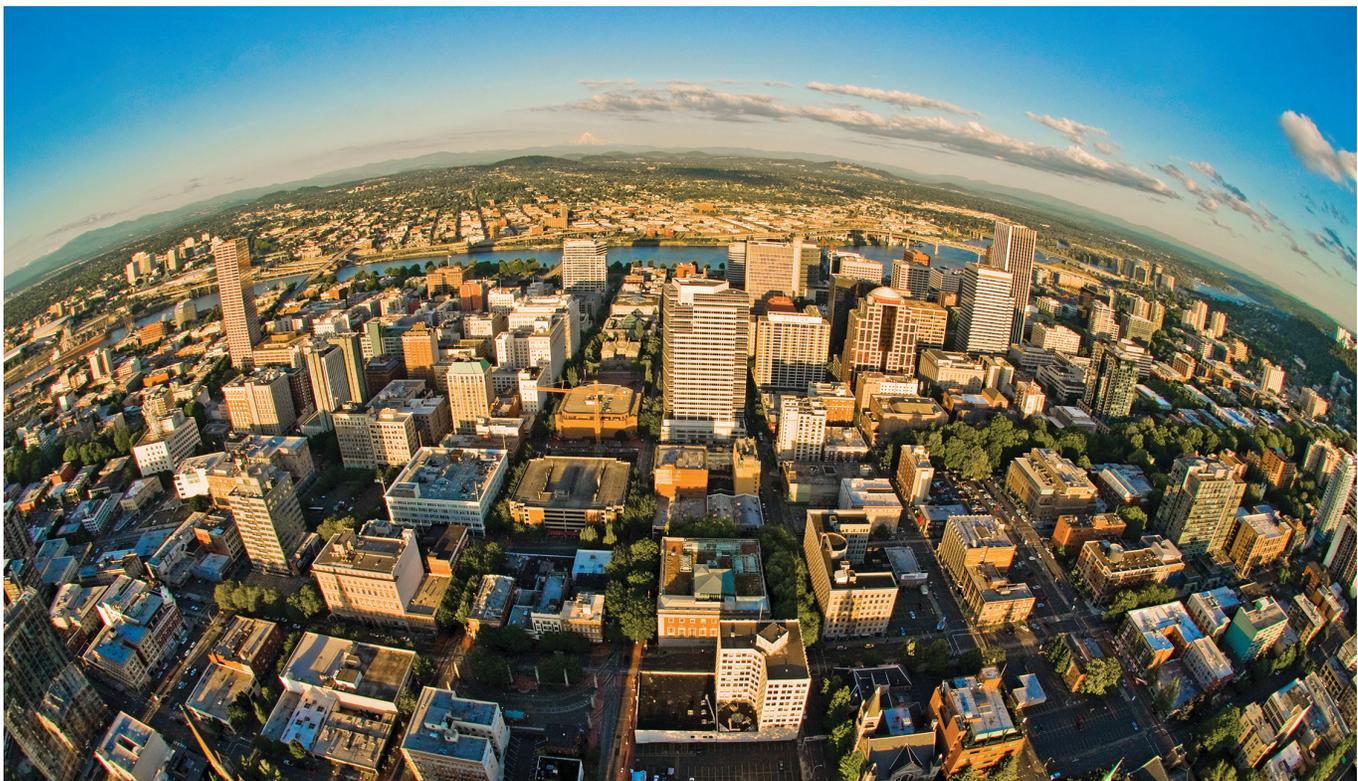
If done well, this growth is part of achieving the Comprehensive Plan Vision.

The long-standing commitment in Portland is to grow UP, not OUT. This course initially was set in 1972 with State Bill 100, and later through the creation of the Metro Urban Growth Boundary. While these laws were in large part intended to protect prime farm and forest land, the agricultural economy, natural resources and environmental health outside of the Urban Growth Boundary (UGB), the Comprehensive Plan commits the City to protection of natural resources and watershed health inside the UGB as well. The Urban Growth Boundary also protects places that Portlanders love and depend on.

Portland also is a city of great neighborhoods. The attractiveness of these neighborhoods to existing and new Portlanders is impacted by housing choices and the proximity of convenient services, schools, parks and other destinations. Having good access and connections are also important, including transit, safe streets, trails and other public spaces.

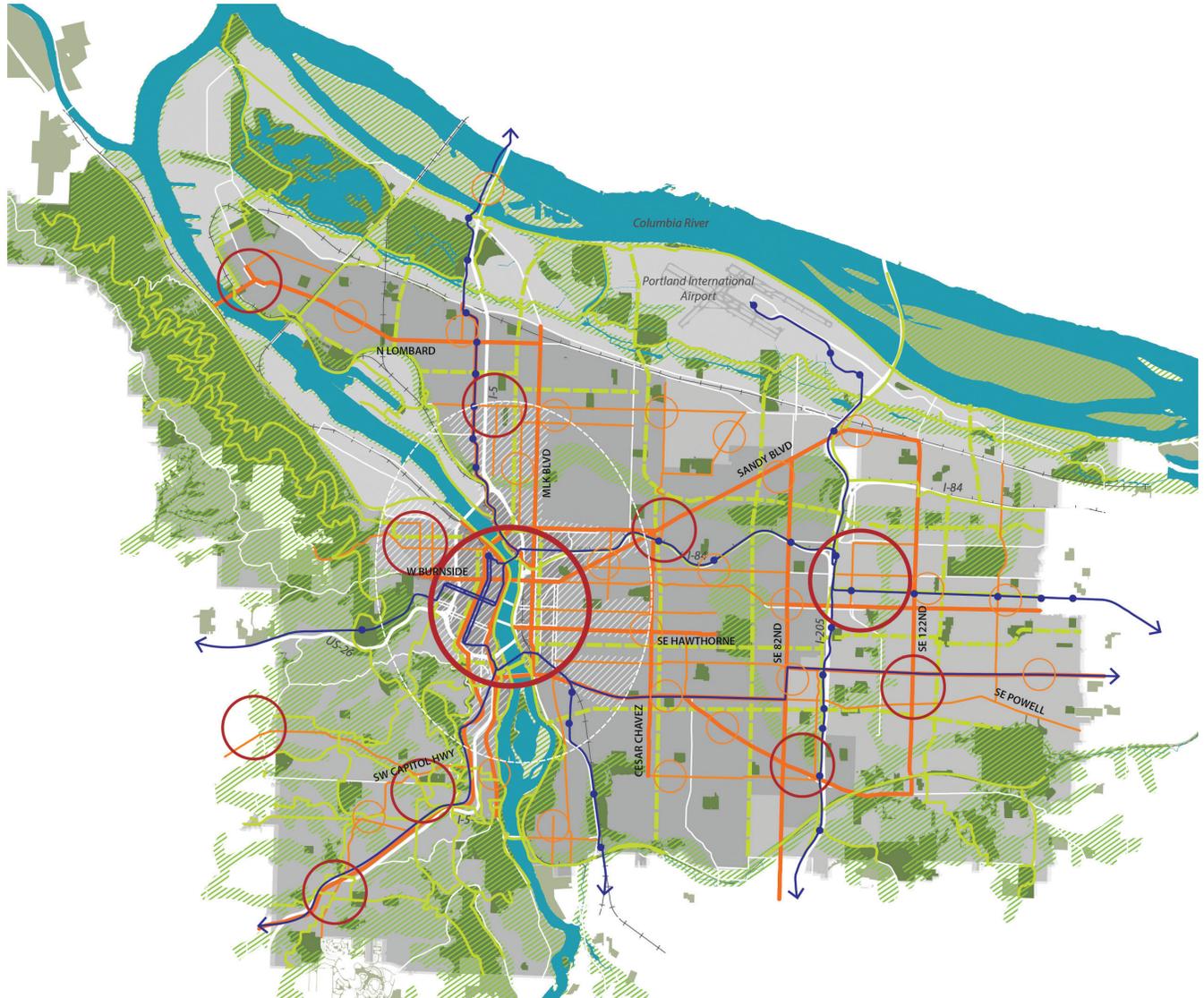
The Comprehensive Plan proposes to use new growth to help expand access to employment and great neighborhoods. The Plan guides growth to centers and corridors. Growing up and not out supports the clustering destinations and makes access by transit, walking, wheelchair and bicycle more practical and desirable. In turn, this helps reduce the amount of driving needed to access work and services.

Focusing growth and investments in centers and along corridors also makes good use of existing infrastructure capacity and encourages efficiency in new infrastructure investments such as streets, sidewalks, transit lines, water and sewer lines and parks.



A city's form matters.

The Urban Design Framework shows how the Vision and Guiding Principles in the 2035 Comprehensive Plan are reflected in the location and form of future change.



<p>CENTERS</p> <ul style="list-style-type: none"> Central City Gateway Regional Center Town Centers Neighborhood Centers Inner Ring Districts 	<p>CORRIDORS</p> <ul style="list-style-type: none"> Civic Corridors Neighborhood Corridors High Capacity Transit Rail 	<p>CITY GREENWAYS</p> <ul style="list-style-type: none"> Enhanced Greenway Corridors Trails (Existing & Proposed) <p>URBAN HABITAT CORRIDORS</p> <ul style="list-style-type: none"> Parks & Open Spaces Habitat Corridor Waterbodies 	<p>PATTERN AREAS</p> <ul style="list-style-type: none"> Central City Inner Neighborhoods Western Neighborhoods Eastern Neighborhoods Rivers
--	--	--	--

For more information on the Urban Design Framework, see Chapter 3: Urban Form as well as the Urban Design Direction document.

What the new Comprehensive Plan can accomplish
 The following pages summarize what each of the Guiding Principles is intended to accomplish.

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

1 Economic Prosperity



Economic prosperity

Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.

A robust and resilient regional economy, thriving local businesses and growth in living-wage jobs are all critical to ensuring household prosperity.

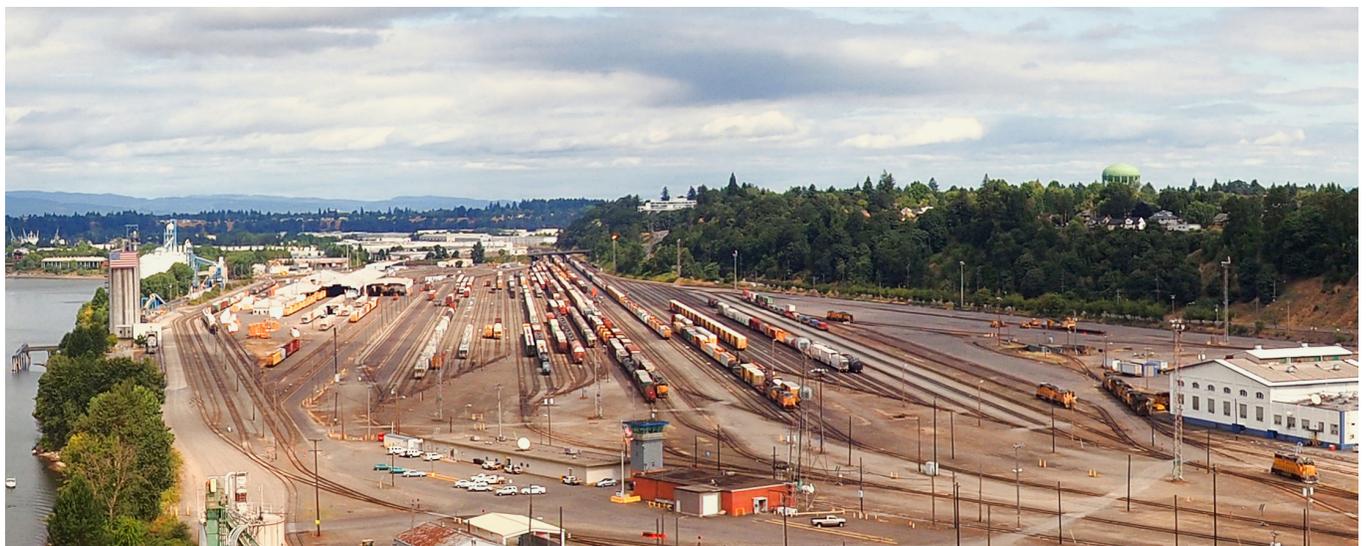
Over the past decade, job growth in Portland was relatively flat. While the economy is picking up strength, it is important to plan for the long term and implement policies and make investments that improve Portland's ability to weather economic change and improve household prosperity for all Portlanders.

Portland's job market is poised to increase by more than 140,000 jobs between now and 2035. This forecast is based on many factors, including past trends and land capacity. Realizing this forecast will take focused work.

The 2035 Comprehensive Plan includes policies and projects to support job growth.



- **Re-invest in Brownfields** – Industrial areas have nearly 600 acres of under-utilized contaminated brownfields. New public policies that support brownfield remediation included in this plan support programs that leverage the private investment needed to bring these contaminated properties back into productive use.
- **Increase sites for businesses and employment opportunities, especially in East Portland** – To improve access to living-wage jobs in East Portland, the Comprehensive Plan Map shifts some commercial and residential land to employment land.
- **Preserve existing industrial sites and intensify the level of use and development of sites** – The Plan includes policies that encourage businesses to grow on existing sites as well as policies to ensure that existing industrial land is protected from commercial and residential development encroachment. The Citywide Systems Plan and the Transportation System Plan also include freight-related infrastructure projects that will improve access to employment land, and better connect opportunity sites to the region and to other parts of the state.





- **Provide for employment growth at colleges and hospitals** – Campus institutions like colleges and hospitals are Portland’s fastest growing job sector today, and they are expected to continue to grow. This Comprehensive Plan includes policies that facilitate growth within existing institutional campuses and call for the creation of clear rules for maintaining and improving neighborhood compatibility in implementation tools.
- **Recognize prosperity is about more than job growth** – Business and job growth does not take place in a vacuum. It is influenced by the quality of the city as a place to live, the education system, availability of capital, and the natural and built environments. Policies and implementation actions that support centers and corridors, Urban Habitat Corridors, healthy watersheds, biodiversity and City Greenways, all make Portland a more attractive location for people to work, live and run businesses.

The city’s success depends on achieving broad community prosperity.

The 2035 Comprehensive Plan recognizes that upward mobility for lower-income households and closing the racial income gap are essential to building a strong, sustainable and resilient city economy.

The Plan’s approach to job development is rooted in the need to help all Portlanders attain economic self-sufficiency, and find long-term economic success. Part of the approach focuses on the needs of business to grow. The Plan provides land for growth of traded sector businesses, educational and health campuses, and small businesses.

The Plan also focuses on increasing living-wage opportunities for Portlanders with a wide range of educational backgrounds, aptitudes and skills. Manufacturing businesses, healthcare facilities and educational institutions all offer these kind of opportunities.

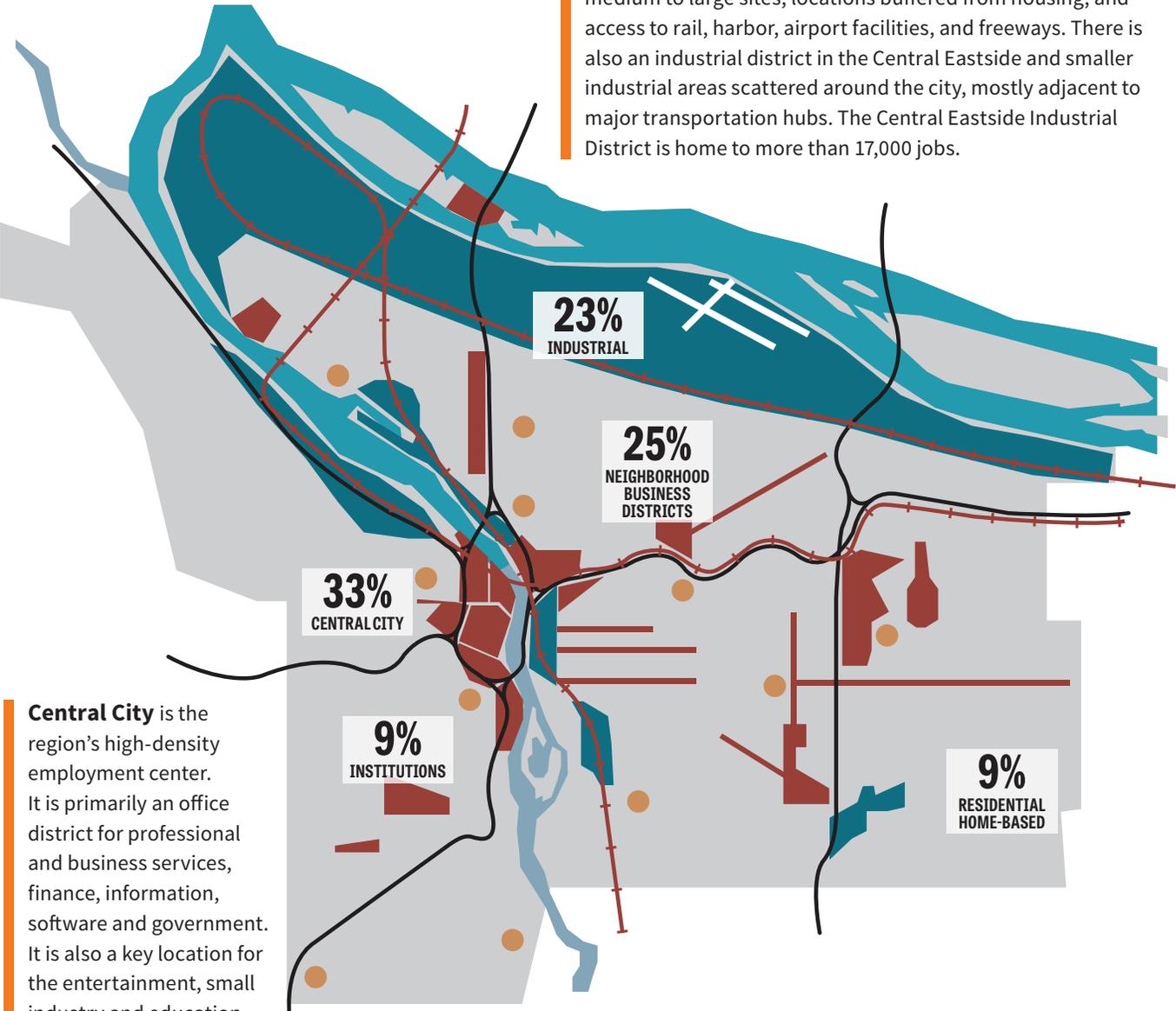
Household prosperity varies greatly by employment type. The Portland Plan’s measure of success for household prosperity uses a self-sufficiency index based on the income needed to meet basic household needs, including the cost of housing, childcare, food, healthcare and transportation. In Portland, this is approximately \$36,000 per year for one adult and an infant. In 2012, the average wage for retail and service workers in Portland (\$26,000) was far below the level needed to sustain a household. By contrast, the average wage for an industrial worker in Portland is \$55,000 per year, and the average wage in hospitals is \$62,940. Industrial and institutional jobs provide better opportunities for many to earn a living wage, but living-wage job creation is critical across all employment sectors.



Portland's employment sectors

Portland's economy is split across four broad sectors that concentrate in different places in the city.

Industrial districts are in the low, flat areas along Portland Harbor and the Columbia Corridor, Oregon's freight infrastructure hub. Manufacturing and distribution sectors concentrate here. They typically need one-story buildings, medium to large sites, locations buffered from housing, and access to rail, harbor, airport facilities, and freeways. There is also an industrial district in the Central Eastside and smaller industrial areas scattered around the city, mostly adjacent to major transportation hubs. The Central Eastside Industrial District is home to more than 17,000 jobs.



Central City is the region's high-density employment center. It is primarily an office district for professional and business services, finance, information, software and government. It is also a key location for the entertainment, small industry and education sectors.

Campus institutions in the health care and education sectors are concentrated in large hospital and college campuses and dispersed smaller facilities. Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. They are located throughout the city, often in or adjacent to residential areas.

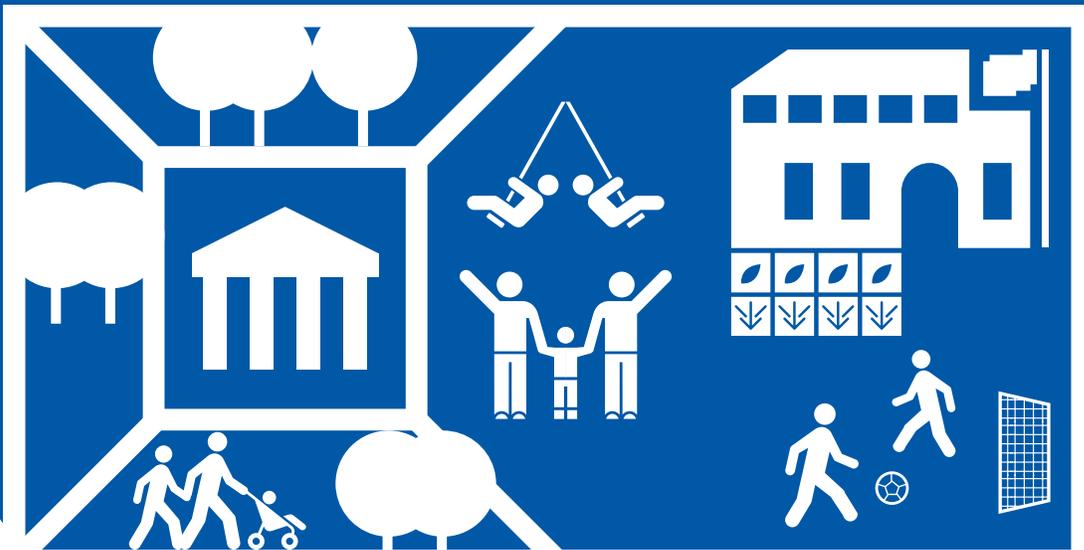
Neighborhood commercial areas are mainly home to the retail, personal service and related sectors that serve customers on-site. These businesses locate amid their market areas, lining corridors across the city. They generally need ground-floor space along pedestrian or auto-oriented streets.

Nine percent of jobs are **home-based businesses in residential areas**.

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

2 Human Health



Human health

Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

Portland's physical environment has a significant effect on health.

The 2035 Comprehensive Plan incorporates consideration of human health into decisions about urban form and growth. It does this in a variety of interconnected ways. Growing in centers and corridors to create complete neighborhoods is a core concept that brings together many facets to support human health.

Increase access to complete neighborhoods

Complete neighborhoods are places where people of all ages and abilities have safe and convenient access to more of the goods and services needed in daily life. These are places where they can get to grocery stores, schools, libraries, parks, cultural experiences and gathering places safely on foot or by bike. They also are places that are connected by convenient transit to jobs and the rest of the city.

The conveniences of complete neighborhoods make it easier for people to have active lifestyles and integrate exercise into their daily lives. Complete neighborhoods are places where youth can spend time, learn and play. They are places where people are out and about, putting more eyes on the street that can help improve one's sense of safety. They also help reduce the amount of time spent doing errands and in a car. All of these things can make living just a little bit easier and a lot less stressful.





Strengthen consideration of environmental justice

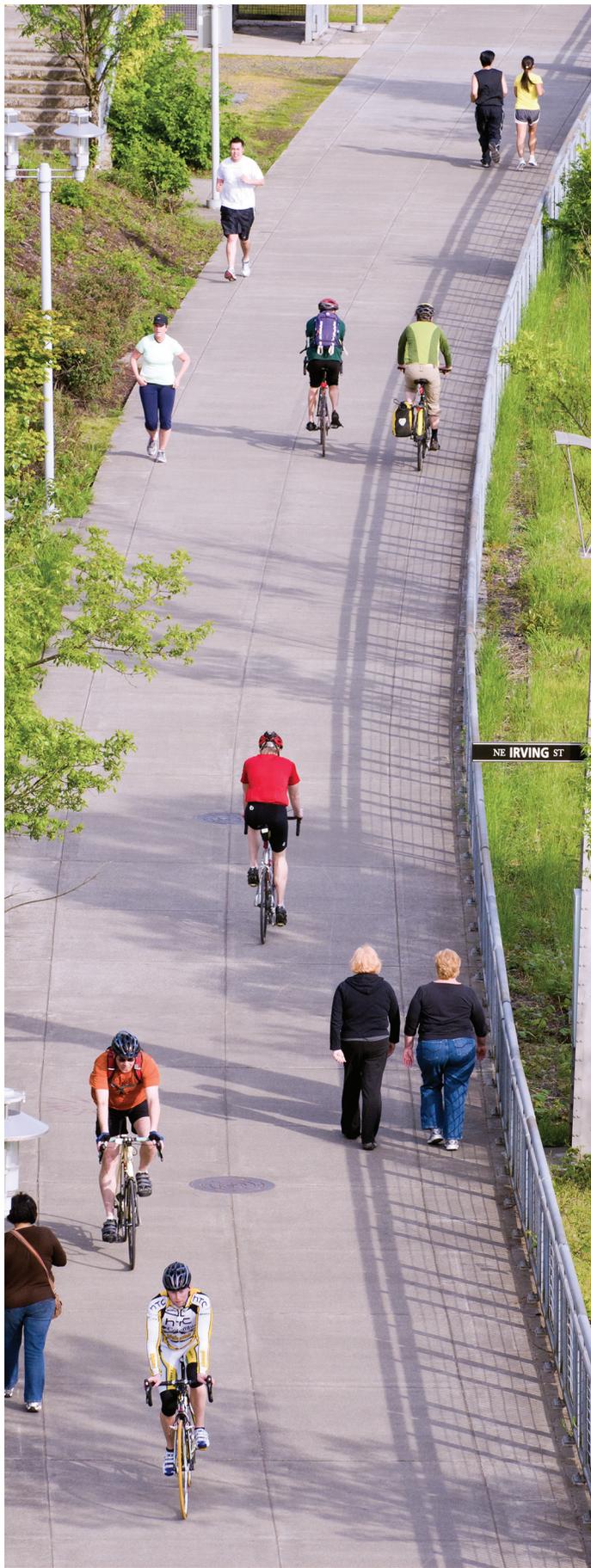
Environmental justice is the equitable treatment and meaningful involvement of all people in public decision-making as it applies to who benefits and who bears the cost of development and growth. This also applies to decisions on how the Plan will be implemented and enforced.

These policies are particularly relevant to plans and investments that affect communities that have been historically under-served and under-represented in public processes and decisions, and that have historically carried the burden of adverse effects from city planning and implementation. Policies throughout the Plan support the meaningful involvement of Portlanders in public decisions.

Build City Greenways

A network of safe, accessible, and attractive streets, trails, parks, and open spaces can make it easier to choose healthier lifestyle choices. This network complements complete communities by encouraging active living, community interaction and nature in neighborhoods. Walking, biking and using public transit become the easy choice.

Driving less reduces household costs, improves personal and environmental health, and lowers carbon emissions and air pollution. A transportation network that integrates nature into neighborhoods increases access to the outdoors, provides corridors for wildlife movement, and helps manage and clean stormwater will significantly improve environmental health. Access to open spaces and parks increases opportunities for recreation, relaxation and learning.



... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

3 Environmental Health

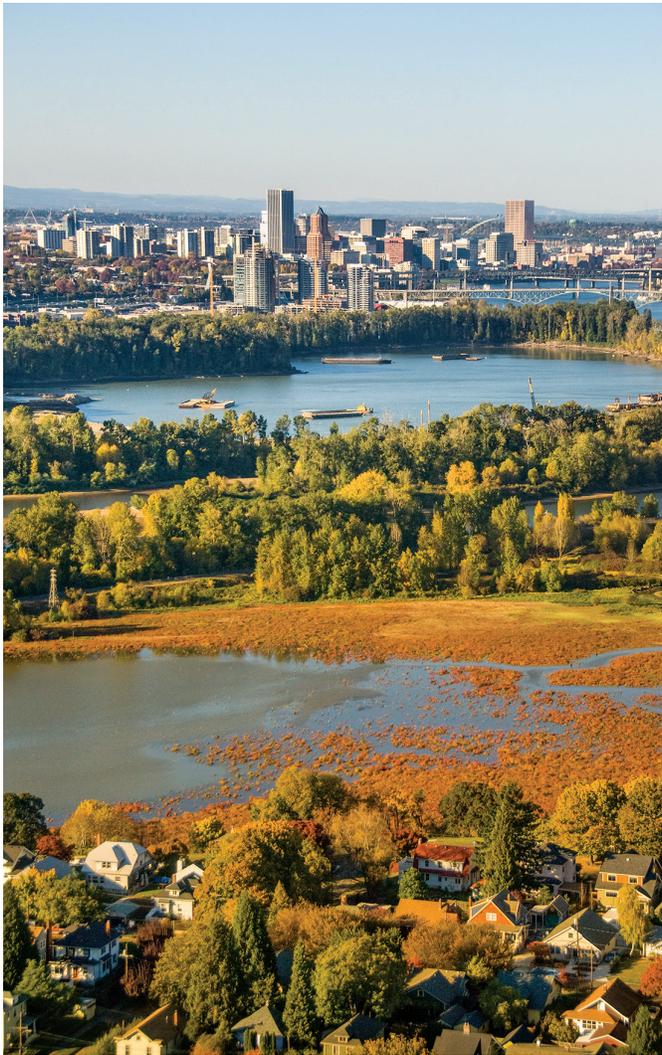


Environmental health

Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.

Portland has a wealth of natural resources.

It is located at the confluence of two major rivers near rich forest and farmland, and between mountain ranges. All these provide a beautiful setting for a city, and important habitat for wildlife. Salmon, beaver, deer, elk and more than 200 species of birds — including bald eagles and peregrine falcons — live in or travel through Portland. Natural resources and open spaces also perform important services: they clean Portland's air and water, stabilize hillsides, soak up rainwater, and manage floodwaters; and they add to the sense of place and community.



Portland also has an extensive system and network of public open spaces.

Streets, parks, trails, open spaces and natural areas link people and wildlife to places around the city and the region. Some of these places are big and busy, connecting people to jobs and businesses to businesses. Others, like the Springwater Corridor, are quieter pathways for walking, jogging or rolling. Places like Columbia Slough and Smith and Bybee Lakes constitute a network of natural resource areas that support native species of birds, fish, pollinators and other wildlife. These connections help strengthen sense of place; support the movement of goods, people and wildlife; encourage active lifestyles; and improve ecological health.

But, many of these natural resources are at risk.

The potential losses are ecological, economic, aesthetic and spiritual. Urbanization has filled floodplains, causing seasonal flooding. Streams are unable to support healthy fish populations. Trees that trap carbon, reduce heat island effects and provide habitat are vulnerable to development and increased intensification of development. Without thoughtful intervention, natural systems will suffer.



The 2035 Comprehensive Plan includes policies and investments that will expand the public space system, increase mobility and access to services through low-carbon transportation, and avoid, minimize, and mitigate the impact of development on natural resource systems.



Design development to work with nature

Development that includes native landscaping, stormwater swales, trees, green roofs and rain gardens helps clean the air, store water and reduce energy costs by cooling buildings in the summer. Designing with nature will directly improve water quality, reduce stresses on the stormwater management system, and contribute to cleaner air in the region.



Support nature-friendly infrastructure

The Comprehensive Plan includes policies and investment choices that manage stormwater, protect resources, and enhance natural areas and open spaces. Trees, natural areas, stormwater swales and open spaces make up what is referred to as Portland's *green infrastructure*. Green infrastructure helps minimize risks from flooding and landslides, helps to cool the city — reducing impacts from the urban heat island effect — and creates an overall healthier and more pleasant environment for people.

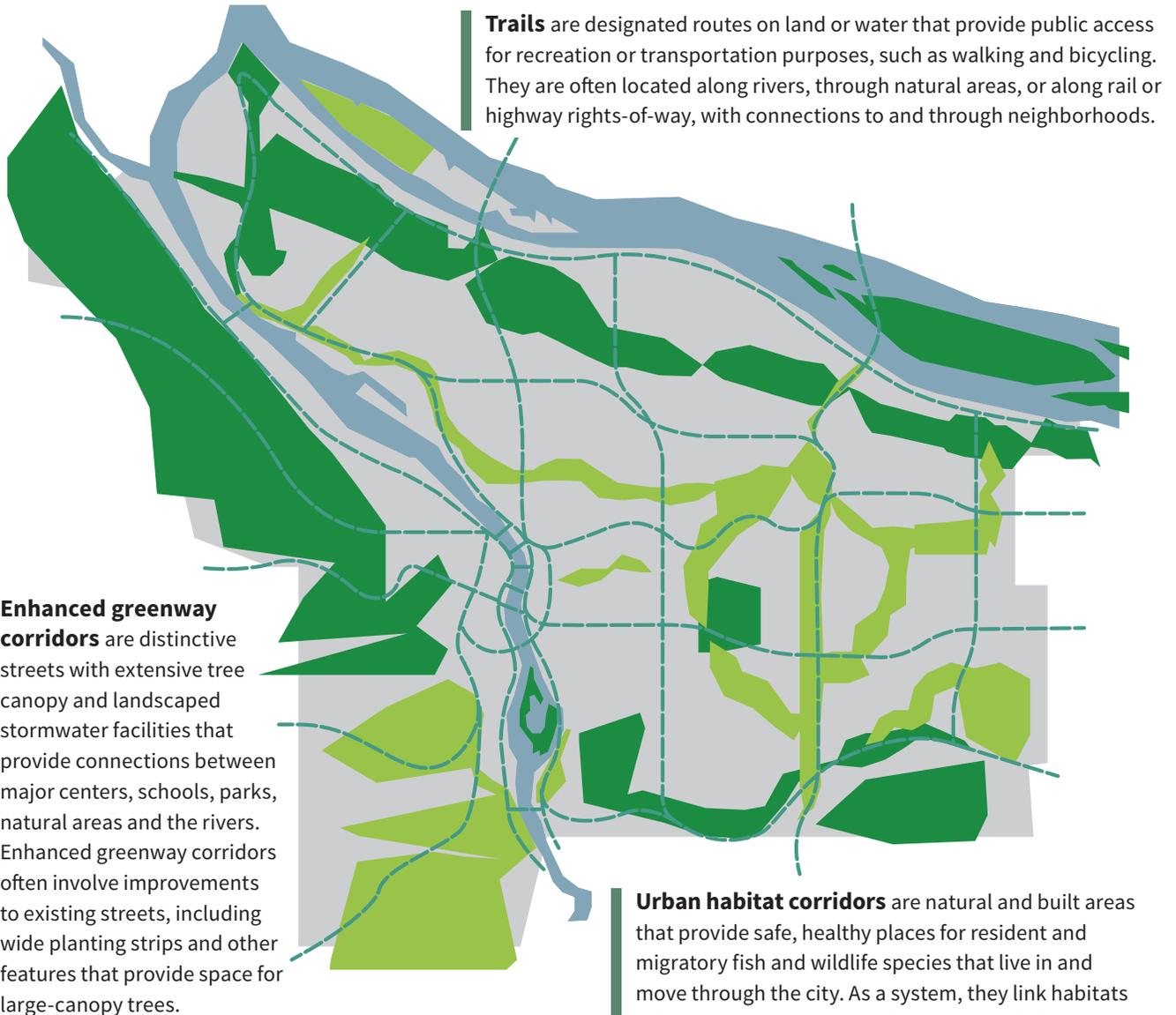


Preserve and enhance Urban Habitat Corridors

Public and private spaces around the city — from rivers and streams, to Forest Park and Powell Butte, to backyards with native plants — provide safe and healthy places for resident and migratory fish and wildlife to move through or stay in the city. They also clean and store water, reduce landslide and flooding risks, and provide places for people to learn, play and experience nature. Preserving existing places and enhancing others will weave nature throughout the city.

Portland's greenway and habitat corridors

City greenways and habitat corridors will expand Portland's system of streets, parks, trails, open spaces and natural areas to better connect people, places, water and wildlife. This network will also improve human and environmental health.



Trails are designated routes on land or water that provide public access for recreation or transportation purposes, such as walking and bicycling. They are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.

Enhanced greenway corridors are distinctive streets with extensive tree canopy and landscaped stormwater facilities that provide connections between major centers, schools, parks, natural areas and the rivers. Enhanced greenway corridors often involve improvements to existing streets, including wide planting strips and other features that provide space for large-canopy trees.

Heritage parkways are iconic streets or segments of streets with elements such as linear parkways, scenic views, and distinctive landscaping or street design.

Neighborhood greenways are an extensive network of streets with low volumes of motor vehicle traffic. These routes are prioritized for bicycles and enhance the pedestrian environment, working in conjunction with the rest of the City Greenways system to extend the system into all neighborhoods.

Urban habitat corridors are natural and built areas that provide safe, healthy places for resident and migratory fish and wildlife species that live in and move through the city. As a system, they link habitats in Portland and the region, facilitating safe fish and wildlife access and movement through and between habitat areas. Enhanced habitat corridors are places where there is existing significant fish or wildlife habitat, as identified in the Natural Resource Inventory, and where habitat connectivity will be improved over time. Potential habitat corridors will be established over time. They are places where habitat features and functions (e.g., trees, vegetation, nesting and perching sites, food, etc.) will be integrated into generally more developed areas of the city.

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

4 Equity



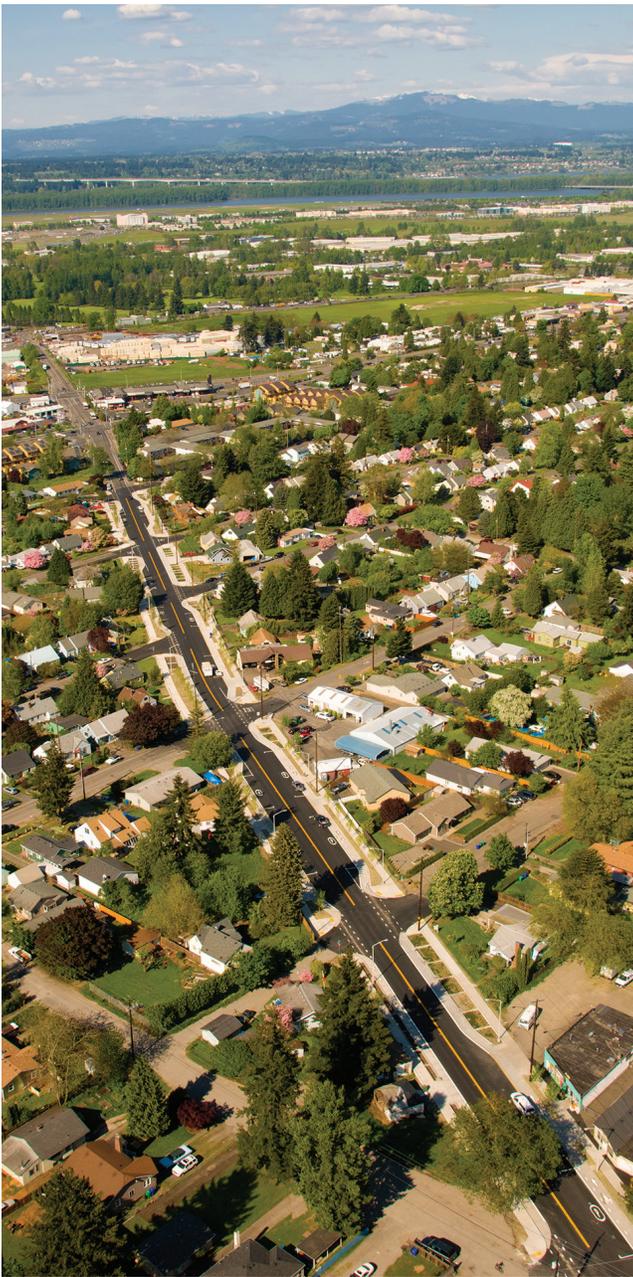


Equity

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.

The 2035 Comprehensive Plan provides a framework to ensure Portlanders more equitably share in the benefits and burdens of growth and development. This includes recognizing and taking past inequities into account when making decisions. Several core concepts in the Plan work together to promote equity and environmental justice.





Invest to reduce disparities

High-quality basic services are essential to Portland's future success. However, not all communities in the city have access to basic services like sidewalks and developed streets, effective stormwater management systems, parks and open space. Often, it is low-income households and Portlanders of color who have inadequate services.

Portland has many miles of unpaved roads and even more miles of streets without sidewalks. Most of these places are east of I-205 or in the Cully and Brentwood-Darlington neighborhoods. This crescent has the greatest concentrations of poverty and greater racial and ethnic diversity than the city as a whole, as well as a high number of transit-dependent residents. Moreover, East Portland is where much of the affordable family housing is located, and where many families who once lived in areas with many amenities have moved in search of more affordable housing.

Make infrastructure decisions that advance equity

This requires a process by which decisions are made based on awareness of how past decisions have affected equity. This challenges unconscious assumptions about how decisions affect different groups. The core questions are who benefits from an investment, who is burdened, who pays and who decides. Some form of this approach should be used across the spectrum of infrastructure decisions from big-scale long-range plans, like the Citywide Systems Plan, through project design and implementation.

Several City bureaus are developing tools to help ask and answer such questions. An equity analysis can help prioritize where and when the City invests in infrastructure to ensure that low-income communities, communities of color, and people with disabilities have more equitable access to infrastructure.

Include under-served and under-represented populations in decisions that affect them

Portland has a long history of community involvement and a robust Neighborhood Association system. As the city grows, it is becoming more diverse. It is essential that the needs and interests of all community members are considered.

Efforts must be made to improve services for groups that have not been well represented in past decision making — people of color, immigrants and refugee communities, people with disabilities, renters, low-income Portlanders, older adults, youth, and the lesbian, gay, bisexual, transgender and queer (LGBTQ) community. A new paradigm of community involvement and engagement — one that supports intercultural organizing, recognizes that diversity is an advantage and works to achieve equitable outcomes — must be embraced. This, paired with Portland's neighborhood organization network, can create a robust and more inclusive community involvement system informed by principles of environmental justice.

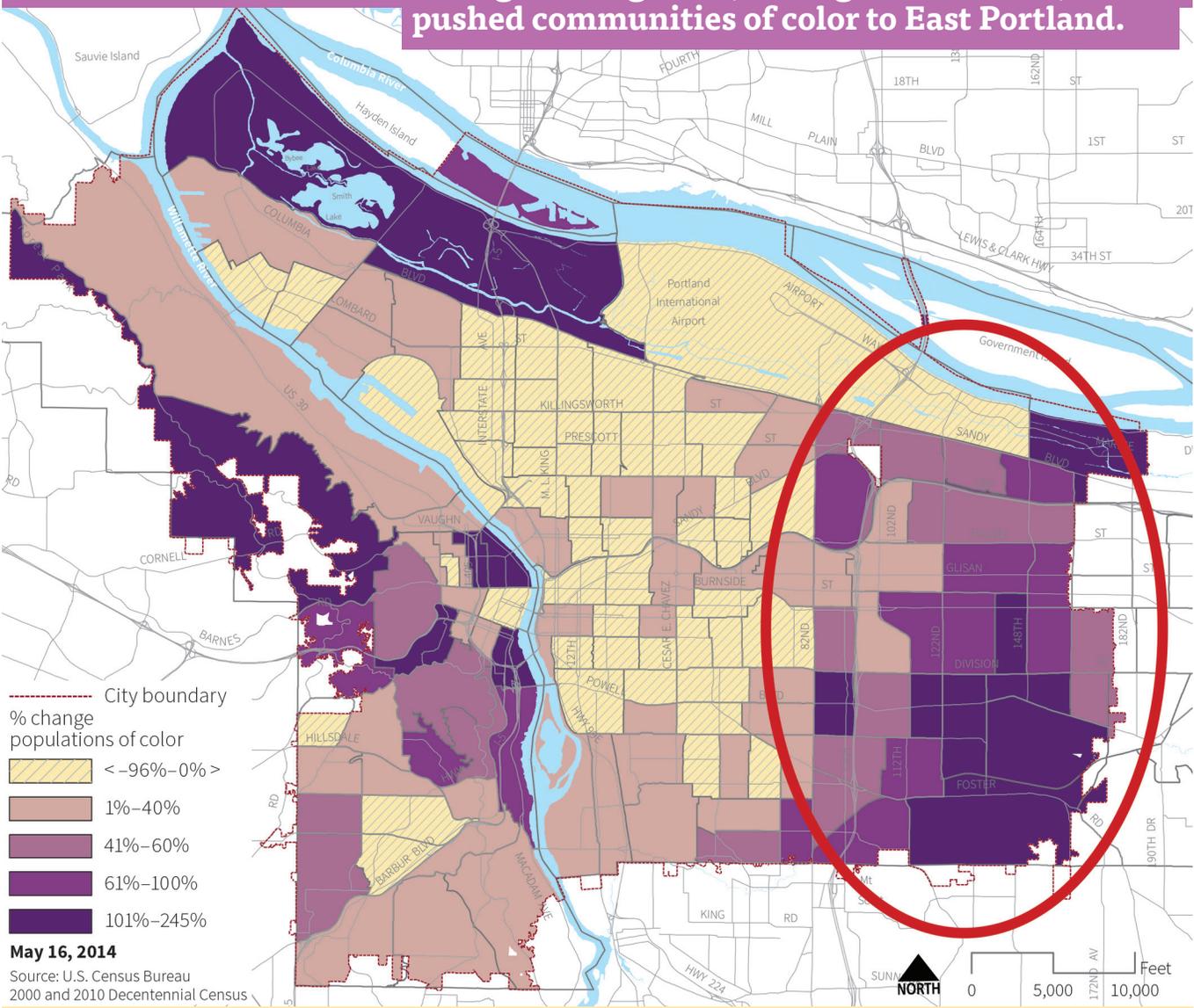
Address displacement of residents

Neighborhood improvement is often the result of public and private investments that increase a neighborhood’s livability. It can create many benefits for existing residents, including increased access to services and improved neighborhood walkability. These same improvements also can make a neighborhood more attractive to new and potentially higher-income residents. Greater demand for the limited supply of housing in the neighborhood will increase property values for existing property owners and housing costs for new residents.

This change can force some existing residents out of revitalizing neighborhoods due to unaffordable increases in the cost of housing. This displacement of lower-income households also often results in a change to the ethnic and racial make-up of a neighborhood’s residents and businesses.

This type of gentrification and displacement is a long-standing concern in Portland. To meet our equity goals, it is essential that efforts are made to work with communities who have and are experiencing inequitable outcomes. It is also essential that more federal, state and local resources are available to increase the development of permanently affordable housing in high opportunity neighborhoods.

Rising housing costs, among other factors, have pushed communities of color to East Portland.



Percent change in populations of color (2000-2010). Source: Portland Bureau of Planning and Sustainability East Portland experienced significant population growth from communities of color between 2000 and 2010.



Provide for on-going affordability

Portland is in the midst of a housing development boom. Still, the city has been adding people faster than housing. Since 2010, there are approximately 27,000 new residents in the city, but fewer than 10,000 new housing units have been added to the supply. The number of new dwelling units under construction has rebounded to pre-recession levels in 2014 and 2015, but many of those units are not yet finished and available for rent. This has put pressure on the housing market and increased housing costs across the board. This cost pressure is greatest for lower income families.

Only a few hundred of these new units have been built under programs for long-term low-income affordability. While 27 percent of Portland households earn less than \$36,750 (half of the current median family income for a family of four), only about 7.5 percent (20,300 units) of the housing stock is publicly subsidized and maintained as affordable to these households. Other housing in Portland may be affordable to this group, but there are no protections to ensure it remains that way.

In the Portland Plan, the City set a goal to increase the existing supply of long-term affordable housing, to reach 15 percent. To meet this ambitious goal, new funding and other approaches to produce affordable housing will be needed.

Create regulations that acknowledge that one size does not fit all

Portland has increased in area since 1980 when most of East Portland and some of West Portland was annexed into the city. Many of these neighborhoods were developed after WWII and have distinct characters that differ from Inner Portland and the Central City. Despite these differences, they were required to meet the same development standards as Inner Portland, and these areas developed without the needed street, sidewalk and stormwater infrastructure. This Plan recognizes that one size does not fit all and includes new policies intended to protect the qualities that people value about East and West Portland, while supporting human and environmental health and safety, and investments that promote transit use, walking and biking.

Plan and design to fit local conditions.

As Portland grows in population and jobs, it will be essential to implement projects and programs that meet each area’s specific needs.

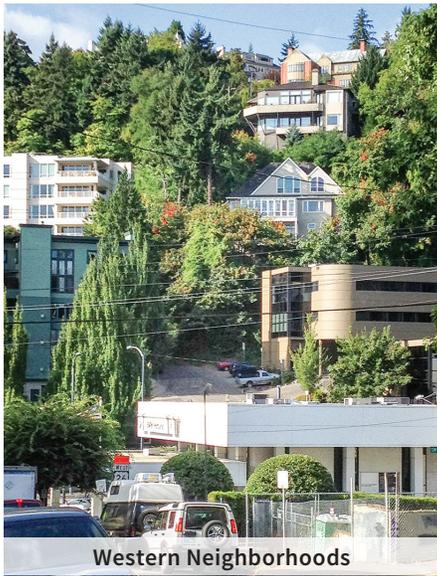
Portland has five major patterns areas: Inner Neighborhoods, Eastern Neighborhoods, Western Neighborhoods, Central City and Rivers. Each area has unique needs and characteristics.



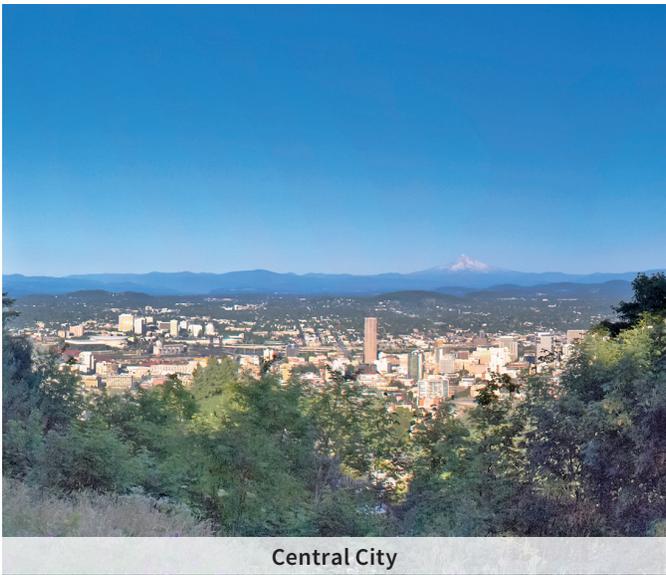
Inner Neighborhoods



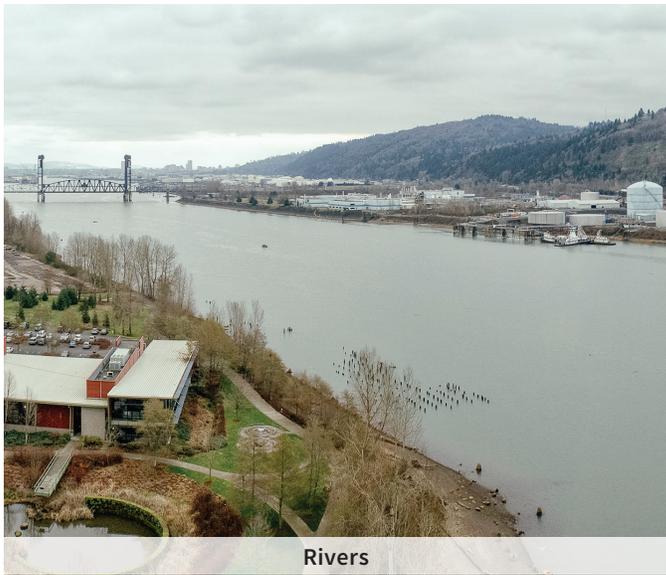
Eastern Neighborhoods



Western Neighborhoods



Central City



Rivers

... COMPREHENSIVE PLAN UPDATE ...

GUIDING PRINCIPLE

5 Resilience



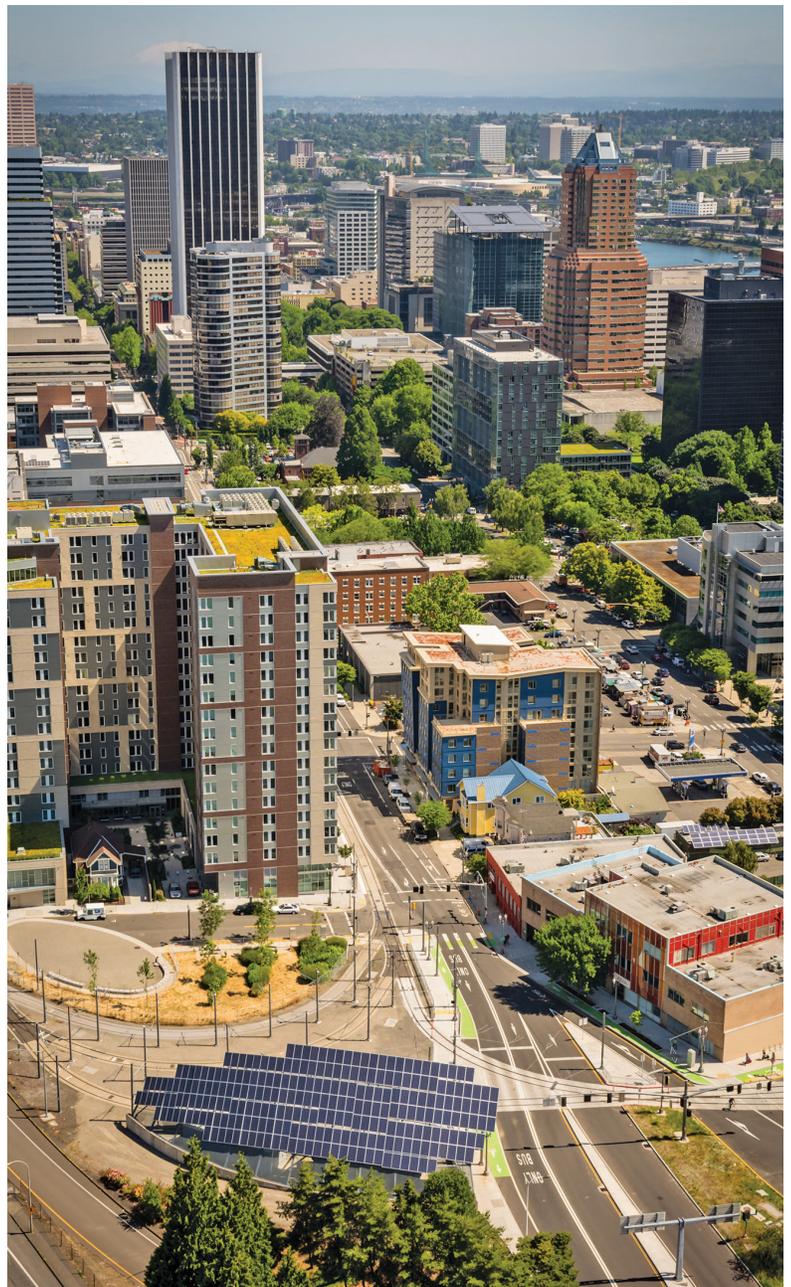
Resilience

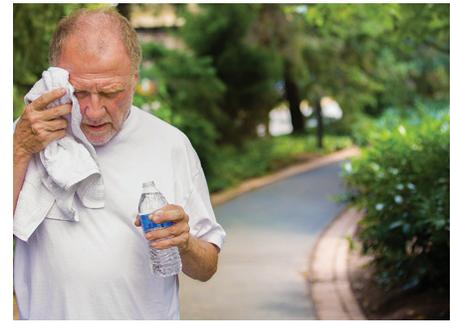
Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

Resilience means reducing the vulnerability of our neighborhoods, businesses, and built and natural infrastructure to withstand challenges — environmental, economic and social — that may result from major hazardous events. A resilient Portland is one that can bounce back, move forward and become stronger over time.

Prosperity, human health, environmental health and equity are all essential components of resilience.

The 2035 Comprehensive Plan has a spectrum of policies that work together to improve Portland’s resilience — growth in compact centers and corridors, provision of City Greenways and Urban Habitat Corridors, expansion of living-wage employment opportunities, investments to fill the infrastructure gaps in under-represented and under-served communities, and responsiveness to the differences among Portland’s neighborhoods.





Portland faces many natural and human-caused risks, which can have environmental, economic and social impacts.

- **Floods or landslides** can disrupt roads and transit services. They can affect commuting patterns and timely access to jobs or school, as well as the movement of commercial traffic and freight.
- **A significant earthquake** could threaten lives and seriously affect Portlanders' daily lives for an extended period.
- **Oregon's climate is changing.** Over the past 30 years, average temperatures in the Pacific Northwest have increased about 1.3 degrees Fahrenheit. The number of extreme high nighttime minimum temperatures has increased. Mt. Hood's glaciers have decreased in length as much as 61 percent over the past century. Climate change poses a serious threat not just to Oregon's natural treasures — forests, mountain snows and rivers — but also to our jobs and our health. Portland's future climate will likely be characterized by hotter, drier summers with more heat waves, and warmer, wetter winters. This will mean increased risk of flooding, wildfire and landslides.
- **Extreme heat events** threaten personal health and reduce the viability of construction and other outdoor employment.
- **Economic and energy shocks.** Portland exists as part of a complex global economy, where the cost of living, the value of land and housing, and the availability of jobs can be influenced by external forces. The Great Recession and the energy shocks of the 1970's are two examples. External economic shocks can have a large impact on local prosperity, health and equity.

Effectively managing risks involves assessing the likelihood that an event will occur, as well as the potential consequences such as injury or fatalities, environmental degradation or economic loss. Certain populations, including low-income households, communities of color, people with disabilities, renters and older adults may be less able to prepare for and recover from impacts from natural hazards, economic disruption and climate change impacts.



The 2035 Comprehensive Plan help manage risks in several ways.

- **Direct growth in lower-risk areas** – The Plan’s Urban Design Framework focuses growth in centers and corridors outside of high-risk areas. Comprehensive Plan Land Use Map changes include downzoning (reduced density) in parts of East and West Portland where there are greater risks of landslides or floods.
- **Invest to reduce risks** – The Comprehensive Plan, including the Citywide Systems Plan, identifies infrastructure investments to reduce risks of failure and increase the city’s ability to withstand and respond to a natural disaster. Improvements are planned to protect Portland’s critical infrastructure services such as drinking water, sewage treatment and bridges. These systems are necessary to protect Portlanders’ safety and security and support the region’s economy. For example, infrastructure investments planned for Portland’s secondary groundwater supply in outer northeast Portland enables water to be provided when the primary Bull Run system needs to be supplemented.
- **Neighborhood resilience** – Investments to create complete neighborhoods, including multi-modal streets, grocery stores and parks can help improve community resiliency to natural hazards by providing access to local services, offering multiple ways to get around, and fostering community connections. Parks, community centers and other public buildings can also play a role in emergency response — as locations for cooling centers, emergency shelters and communication centers.
- **Low-carbon economy** – Fossil fuels are a finite resource, and disruptive swings in oil and natural gas prices impact households and businesses. An advanced low-carbon community will be more stable, prosperous and healthy than one that remains dependent on fossil fuels. With the growing awareness and recognition of the need to reduce carbon emissions to mitigate the effects of climate change, there are, and will continue to be, opportunities to build new businesses to commercialize new, more efficient and renewable technologies.
- **Resilience in Natural Systems** – Increase resilience in natural systems to respond to climate change by protecting natural resource areas, maintaining upland tree canopy, ensuring protection of riparian zones and wetlands, and increasing the ability of vegetation to withstand drought conditions. Protect and connect diverse habitats to support wildlife species needing to alter their range.

Hundreds of Portland businesses are already exporting products, technologies and services developed to respond to climate change — from highly efficient building components to stormwater management tools. As the world moves to a low-carbon economy and invests in climate-ready communities, Portland businesses will reap the rewards of their leadership.

Compact Urban Form Reduces Carbon

Integrating higher density land uses with safe active transportation and transit systems is critical in reducing the community’s overall carbon emissions.

Investments in additional transit service, bike lanes and sidewalks is not enough. For example, buses often have reduced ridership in low-density single family areas and therefore require additional housing or job density to make transit operations viable.

Similarly, high walking and bike mode splits depend on having a certain density of destinations within ¼ mile and 3 miles, respectively.

By encouraging development of new housing units in focused geographic areas like centers – rather than spread across the city – grocery stores, restaurants, public spaces and other services can successfully operate within walking distance of local residents.

New multifamily buildings are less carbon intensive than single family homes as a result of shared interior walls and lower square footage per household (U.S. Energy Information Administration, 2013). Because Portland is already urbanized with limited opportunities for single family residential development, the vast majority — 80 percent — of new housing units are expected to be multifamily units. By 2035 the supply of multifamily housing is expected to grow by 95,000 units, far exceeding the expected single family growth of 26,000 units.

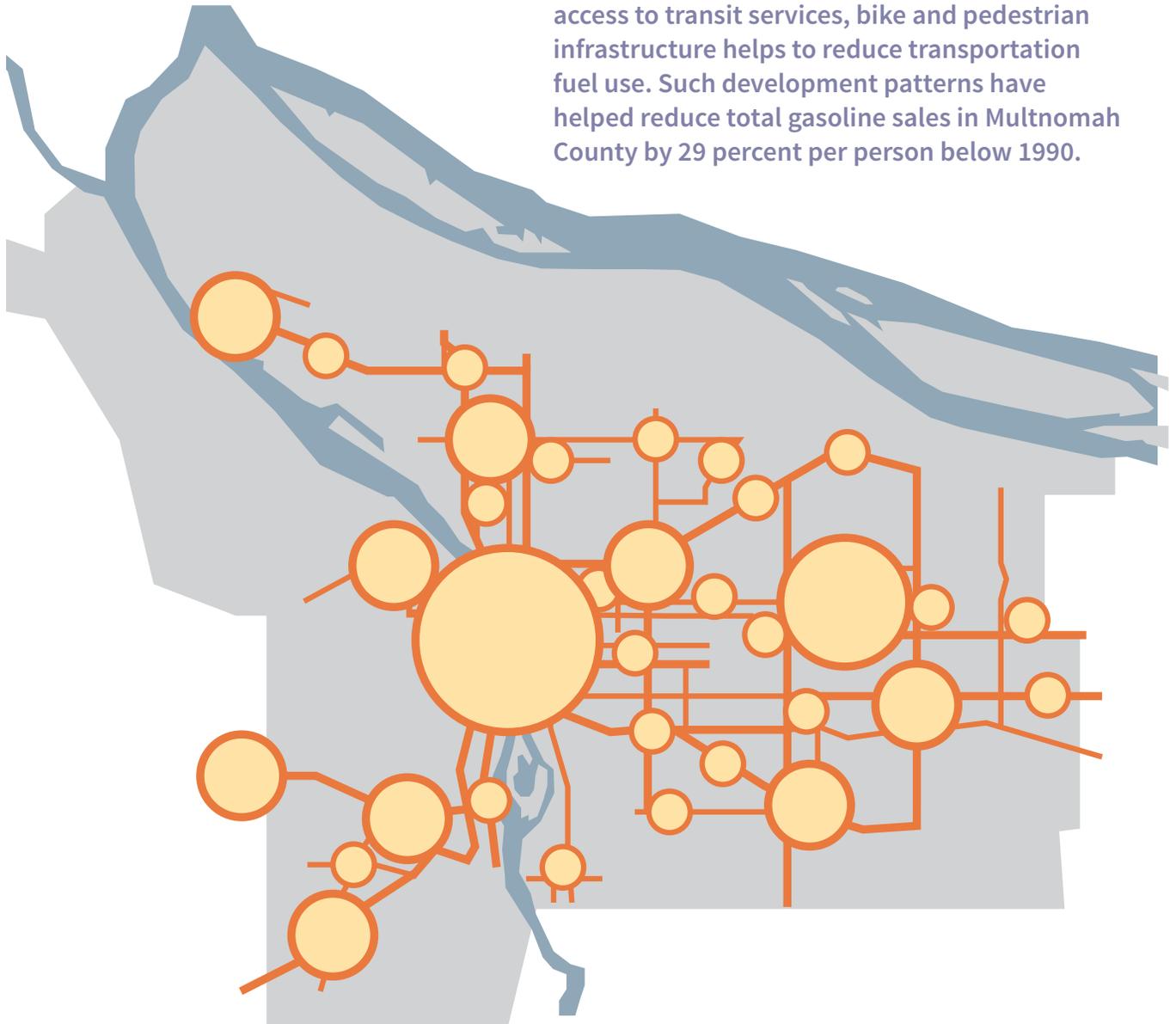


Visualizing a low-carbon community.

From increased tree canopy and rehabilitated buildings to improved safety for walkers, bikers and transit, to bustling neighborhood business districts, these renderings of different Portland neighborhood areas depict opportunities to achieve multiple community objectives — including reduced carbon emissions and improved resilience to climate change impacts.

Focusing growth in centers and corridors helps minimize carbon emissions

Concentrating growth and density in areas with access to transit services, bike and pedestrian infrastructure helps to reduce transportation fuel use. Such development patterns have helped reduce total gasoline sales in Multnomah County by 29 percent per person below 1990.



Portland's new Comprehensive Plan and Central City Plan seek to continue this pattern of development. Between now and 2035, 30 percent of the new growth in Portland will be downtown and 50 percent will be in other centers and corridors, increasing density where there is already access to transit, bike and pedestrian infrastructure. However, some neighborhoods face gentrification risks, and growth must be encouraged in ways that also help stabilize communities for existing residents and small businesses.

Infrastructure

What is infrastructure investment, and why is it important?

The City of Portland owns and maintains numerous facilities, including water pipes and reservoirs; stormwater swales and sewers; parks, streets and trails. These are basic systems needed to protect the health, safety and well-being of Portland households and businesses.

Build, maintain and upgrade public facilities.

High quality basic services are essential to Portland's future success.

Infrastructure, like sidewalks, developed streets, stormwater management systems, and parks and open space, ensure that Portlanders can move around the city, recreate, drink clean water and have reliable sewer service. They also help protect the environment and support the city's economy. However not all communities in the city have access to basic services. Disproportionately, low-income households and Portlanders of color have inadequate services.

Portland's population is expected to grow over the next 20 years by more than 120,000 households. The City will need to maintain, upgrade and expand existing transportation, parks, water, sewer, stormwater and public safety systems to make sure they meet the needs of current and new residents and businesses.

Filling gaps in service is key to addressing equity. In the 2035 Comprehensive Plan, the City of Portland is declaring an intention to reduce disparities and increase opportunities for more people by investing in infrastructure.

The List of Significant Projects and the Citywide Systems Plan are two documents that directly relate to infrastructure.

- **The List of Significant Projects** includes the City's planned infrastructure projects for the life of the Comprehensive Plan. These investments are necessary to meet the transportation, sewer, stormwater and water needs of Portland's current and future residents and businesses.
- **The Citywide Systems Plan** guides infrastructure investments to address deficiencies, maintenance needs and safety risks. It includes the state mandated public facilities plan to provide public facilities to serve a growing population.

The ability to meet these basic needs is critical. The City's infrastructure assets are valuable and represent generations of investment. They also require maintenance, repair and attention. In some areas, they have eroded due to years of disinvestment.



As Portland continues to grow up rather than out, maintaining existing infrastructure becomes increasingly important.



Caring for Portland's infrastructure

There are three types of core infrastructure concerns that service providers must always consider:

- 1. System maintenance** – Take care of existing infrastructure so it can continue to meet community needs and work efficiently.
- 2. System deficiencies** – Determine where systems do not meet basic levels or needs, and analyzing who is and is not being served. It is also about meeting state and federal requirements.
- 3. Future needs** – Assess which facilities need to be upgraded or replaced to avoid major problems or to meet growing demand.

Using an equity lens when making infrastructure decisions.

Progress can be made on infrastructure equity by employing a decision-making process including an equity analysis of Portland's past decisions and challenging unconscious assumptions about how the City works.

Equity considerations can be incorporated throughout the infrastructure decision-making process — from long-range plans, like the Citywide Systems Plan, through project design and implementation. This approach considers a series of questions related to who benefits from an investment, who is burdened, who pays and who decides.

Several City bureaus are now taking the first step to develop tools to help ask and answer such questions. An equity lens helps identify opportunities to prioritize where and when the City invests in infrastructure to ensure that low-income communities, communities of color and people with disabilities have equitable access, especially to sidewalks, parks and safe streets.

Addressing gentrification and displacement.

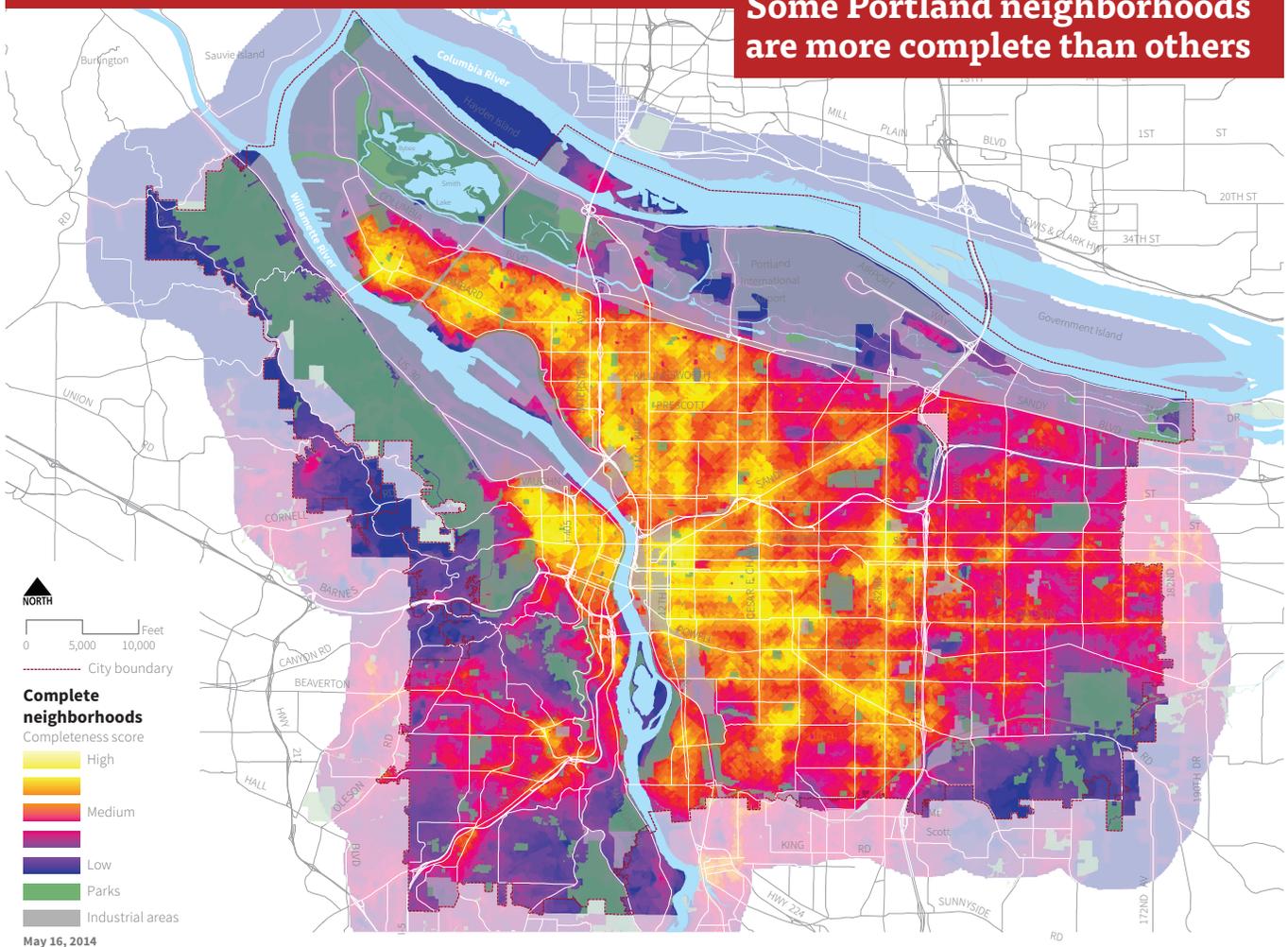
Neighborhood improvements are often accomplished through public and private investments that increase a neighborhood's livability. This can benefit existing residents through better access to shopping and services, improved neighborhood walkability and better transit service. This also will enhance a neighborhood's attractiveness to new residents. Greater demand for housing and commercial space can increase property values and costs for residents and businesses.

For many, neighborhood revitalization is a positive change. For others, it provokes concern that Portland is becoming less affordable. In some circumstances revitalization becomes gentrification where the

negative consequences outweigh the benefits. These consequences include involuntary displacement of lower income households and a change in the ethnic and racial make-up of a neighborhood's residents and businesses.

Gentrification and displacement are long-standing issues in Portland and will continue to be issues as the city grows. The relevant policies in the Comprehensive Plan include those that seek to preserve affordable housing and local businesses; increase the supply of affordable housing in gentrifying neighborhoods; and increase household and businesses assets to improve their ability to stay in their neighborhoods.

Some Portland neighborhoods are more complete than others



Complete neighborhoods.
 Source: Portland Bureau of Planning and Sustainability

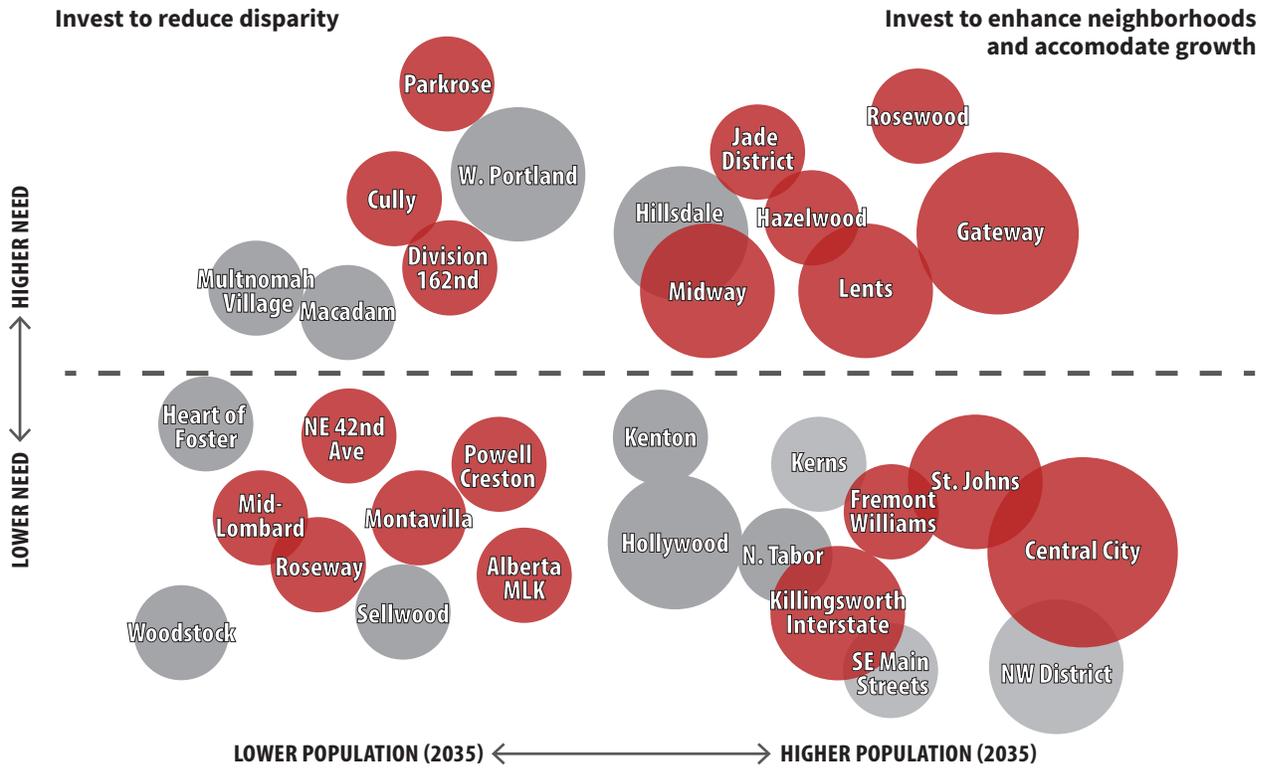
The City developed the 20-minute neighborhood index to measure access to community amenities, products and services. The areas shown in yellow have the highest levels of access to services and amenities. The areas shown in purple have the lowest levels of access.

Under-served means people and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Due to historical inequitable policies and practices, disparities may be recognized in both access to services and in outcomes.

Under-represented recognizes that some communities have historically and currently not had equal voice in institutions and policy-making and have not been served equitably by programs and services. In this Plan, the terms under-served and under-represented focus action and implementation attention toward:

- **People/Communities of color:** Individuals or groups who identify as African and African American, Native American/Indigenous Nation/ Native Hawaiian, Asian-American or Asian/Pacific Islander, and/or Latino/Hispanic/Chicano descent.
- **Low-income populations:** People, households, families and neighborhoods with below-average incomes. Because of socioeconomic patterns, low-income also overlaps with people of color and many older adults. However, a focus on low-income people does not substitute for a focus on racial and ethnic justice.

Investment strategies for complete centers



Circle sizes correspond to center types: Central City (largest), Gateway Regional Center, Town Centers and Neighborhood Center (smallest). Darker red circles indicate that the center includes higher than average concentrations of vulnerable residents, such as renters, communities of color, households with low-median incomes and/or low education levels.

An intentional investment strategy is essential.

Portland’s neighborhoods vary in size and local conditions. The Comprehensive Plan supports four investment strategies that tailor the type of investment to local needs and context.

- 1. Invest to reduce infrastructure disparities and improve livability.** This strategy is appropriate for places that are not expected to grow significantly, but that have existing infrastructure deficiencies. Investments could fill gaps in streets, bicycle and pedestrian routes, and create local parks. Economic development programs could support existing and new businesses, and improve neighborhood prosperity and vitality.
- 2. Invest to enhance neighborhoods, maintain affordability and accommodate growth.** This strategy is aimed at places that lack basic infrastructure or services and that have many residents now, or will in the future. Investments could include improving streets, creating new parks, and addressing other deficiencies. Economic development programs could preserve and increase jobs, businesses and community services in the area.
- 3. Invest to respond to opportunities and maintain existing services.** In these areas, investments focus on maintaining livability and existing infrastructure as well as responding to opportunities.
- 4. Invest to fill service gaps, maintain affordability and accommodate growth.** Some places have already benefited from public and private investments in things like light rail, complete streets and neighborhood business districts. Future investments should focus on making sure that infrastructure can serve new residents by filling remaining service gaps and providing affordable housing.

... COMPREHENSIVE PLAN UPDATE ...

2035 Comprehensive Plan

How to Use the Plan

June 2016

Portland's Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Ord. 187832, Vol. 1.1.B, page 169

How to Use the Plan

What is the Comprehensive Plan?

Portland's Comprehensive Plan guides land use development and public facility investment decisions between now and 2035. This guidance is intended to help make Portland more prosperous, healthy, equitable, and resilient. The Comprehensive Plan includes five elements that work together to accomplish this goal:

- Vision and Guiding Principles
- Goals and Policies
- Comprehensive Plan Map
- List of Significant Projects
- Transportation policies, classifications, and street plans

What is the Plan based on?

The Comprehensive Plan is based on objective data and research into current conditions, issues, and trends. This information can found in the following supporting documents:

- Inventories and Analysis
- Transportation Systems Plan
- Citywide Systems Plan
- School District Facility Plans

How is the Plan implemented?

The goals and policies of the Comprehensive Plan are implemented through regulations, land use decisions, agreements, and community development programs including:

- Zoning Code
- Zoning Map
- Service Coordination Agreements
- Annexations
- Urban Renewal Areas
- Development Agreements

For more information about the Plan elements, supporting documents, and implementing tools, see Chapter 1: The Plan.

How and when is the Plan used?

The Comprehensive Plan is used for making land use decisions, primarily legislatively, but sometimes quasi-judicially. This includes decisions about how land is used or developed, and public facility investment decisions related to those planned land uses or developments.

The Comprehensive Plan and these tools are not static, and they are expected to change over time. City Council will consider decisions to adopt, amend, or repeal parts of the Comprehensive Plan or implementation tools in the future in response to changing conditions, needs, trends, and other information.

Legislative and Quasi-judicial land use decisions

Land use decisions are generally made through one of two ways: legislatively or quasi-judicially. Some zoning- and development-related decisions are also made administratively.

Legislative process — Legislative decisions establish long-range land use plans, investments, policies, or regulations that can affect large parts of the city and many people. Legislative land use decisions can also be used to change any element of the Comprehensive Plan and change or create new related codes and area plans intended to implement the Plan. These changes are accomplished through adoption of an ordinance by City Council. Part of this process is the review and adoption of findings that the proposal is consistent with the goals and policies of the Comprehensive Plan or with State and Metro rules. Legislative projects typically are:

- Initiated by City Council or City agencies.
- Reviewed by the Planning and Sustainability Commission (PSC), which transmits its recommendation to City Council.

Quasi-Judicial process — Quasi-judicial decisions are used for site-specific projects that affect one or a limited number of specific properties. They typically are initiated by an applicant, like a private property owner. They tend to impact fewer neighborhoods and people. Examples include site-specific amendments to the Comprehensive Plan Map or Zoning Map, proposals to demolish historic landmarks, Type IV Demolition Reviews, or requests for street vacations, among others.

- City staff or a Hearings Officer reviews and makes decisions on quasi-judicial proposals.
- There is often an opportunity for a public hearing.
- They are reviewed for compliance with specific approval criteria in the Zoning Code.
- In limited cases, the criteria may require findings of compliance with the Comprehensive Plan.

Administrative process — Administrative decisions are those made under clear and objective standards without exercise of discretion. An example includes application of numerical setback standards in the Zoning Code, or the determination of needed public improvements based on street classification maps in the Comprehensive Plan, and published engineering standards. Administrative decisions are typically made by City staff and are not individually reviewed against the goals and policies of the Comprehensive Plan.

How are the Comprehensive Plan policies weighed and balanced in decision-making?

With all Legislative changes and some Quasi-Judicial decisions, and the decision-maker must document how the proposed decision complies with the Comprehensive Plan’s policies. A decision “complies” if it can be found to be equally or more supportive of the existing Plan as a whole. If these findings cannot be made, City Council has two choices: to not make the change, or to amend the Plan to allow the change. However, the reverse is not true; Council is not compelled to make a decision just because it would meet Plan policy.

The Comprehensive Plan contains a broad range of policies for Council to consider. Each policy describes a desirable outcome. But it is unlikely that all policies are relevant to a particular decision and that a particular decision could be expected to advance all of the policies in the Plan equally well. For this reason, policies are examined for their applicability to the decision at hand, and only applicable policies are considered.

Council must then weigh and balance applicable policies to determine whether a particular decision would “on the whole” comply with the Comprehensive Plan. In virtually all decisions, some applicable policies will weigh — or matter — more than others. For example, a policy that specifically addresses the topic or location of the change being made would probably outweigh a policy that applies to a wide variety of topics or to the city as a whole. Most policies begin with a verb, and some verbs establish stronger imperatives than others. Accordingly, a policy to “require” something may outweigh a policy to “encourage” something else.



But even the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter more will change from one decision to another. There is no set formula — no particular number of “heavier” policies equals a larger set of “lighter” policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction they believe best embodies the plan as a whole. The Vision and Guiding Principles in this Comprehensive Plan help to provide additional guidance when policies are balanced. Council ordinances do, however, contain a “conclusion on law” explaining how complementary and competing policies have been weighed and balanced in determining whether the proposed decision complies with the Comprehensive Plan.

The Comprehensive Plan is also used in other ways.

City of Portland

The City of Portland uses its Comprehensive Plan more broadly than the State of Oregon requires. The City also refers to the Plan to inform non-land use decisions, to scope projects and assess alternatives, to guide public facility investment choices, and to support grant applications, among other things.

Other public agencies

Other public agencies, like the State of Oregon or Metro, may refer to the Plan when determining if a project is consistent with the City of Portland's local Comprehensive Plan.

Community members

The Comprehensive Plan is a community tool that is often used for advocacy and to track accountability. Community members are also encouraged to use the Plan to monitor City projects and decisions. Community members may choose to use the Comprehensive Plan to:

- Advocate for projects and programs to be included in the annual City budget.
- Review, evaluate, and comment on proposed legislative projects.
- Review, evaluate, and comment on Comprehensive Plan-related projects and programs.
- Review, evaluate, and comment on site-specific land use reviews that are subject to Comprehensive Plan review.
- Support or appeal approved land use reviews and legislative projects.
- Apply for a change to the Comprehensive Plan Land Use Map designation for a property they own, apply for a street vacation, or apply for any other land use approval for which a project must be reviewed for compliance with the Comprehensive Plan.
- Serve as background information when applying for grants, funding, or other programs.

How does the Comprehensive Plan relate to other plans?

The Comprehensive Plan is part of a family of state, regional, and local plans. Some, like Oregon’s Statewide Planning Goals and Metro 2040, set the overall planning framework and guide the content of the Plan. Others, like topic- and area-specific plans, provide more detailed information about individual topics or smaller parts of the city.

Oregon’s Statewide Planning Program

Oregon has had a statewide planning program since 1973. This program is built on a set of 19 Statewide Planning Goals that cover a wide range of topics. Portland is required to adopt a Comprehensive Plan that implements the applicable statewide goals at a local level. The state’s Land Conservation and Development Commission (LCDC) reviews and approves each local jurisdiction’s Comprehensive Plan to ensure compliance with these goals.

The LCDC notifies local jurisdictions when it is time to update all or part of a Comprehensive Plan. This notification is called “Periodic Review.” According to the State, the purpose of Periodic Review is to ensure that local comprehensive plans are:

- Updated to respond to changes in local, regional, and state conditions.
- Coordinated with other comprehensive plans and investments.
- In compliance with the statewide planning goals, statutes, and rules.

Statewide Planning Goals

- | | |
|---|------------------------------------|
| 1. Citizen Involvement | 10. Housing |
| 2. Land Use Planning | 11. Public Facilities and Services |
| 3. Agricultural Lands | 12. Transportation |
| 4. Forest Lands | 13. Energy Conservation |
| 5. Natural Resources, Scenic and
Historic Areas, and Open Spaces | 14. Urbanization |
| 6. Air, Water and Land Resources
Quality | 15. Willamette River Greenway |
| 7. Areas Subject to Natural Hazards | 16. Estuarine Resources |
| 8. Recreational Needs | 17. Coastal Shorelands |
| 9. Economic Development | 18. Beaches and Dunes |
| | 19. Ocean Resources |

The City of Portland is subject to all goals, except 3, 4, 16, 17, 18, and 19. The City's Comprehensive Plan must demonstrate compliance with all remaining goals. During this Comprehensive Plan update, the City was specifically required to, at a minimum, address goals 1, 2, 9, 10, 11, and 14 and was directed to address goals 5 and 7 during the research and inventory phase of the Plan update process.

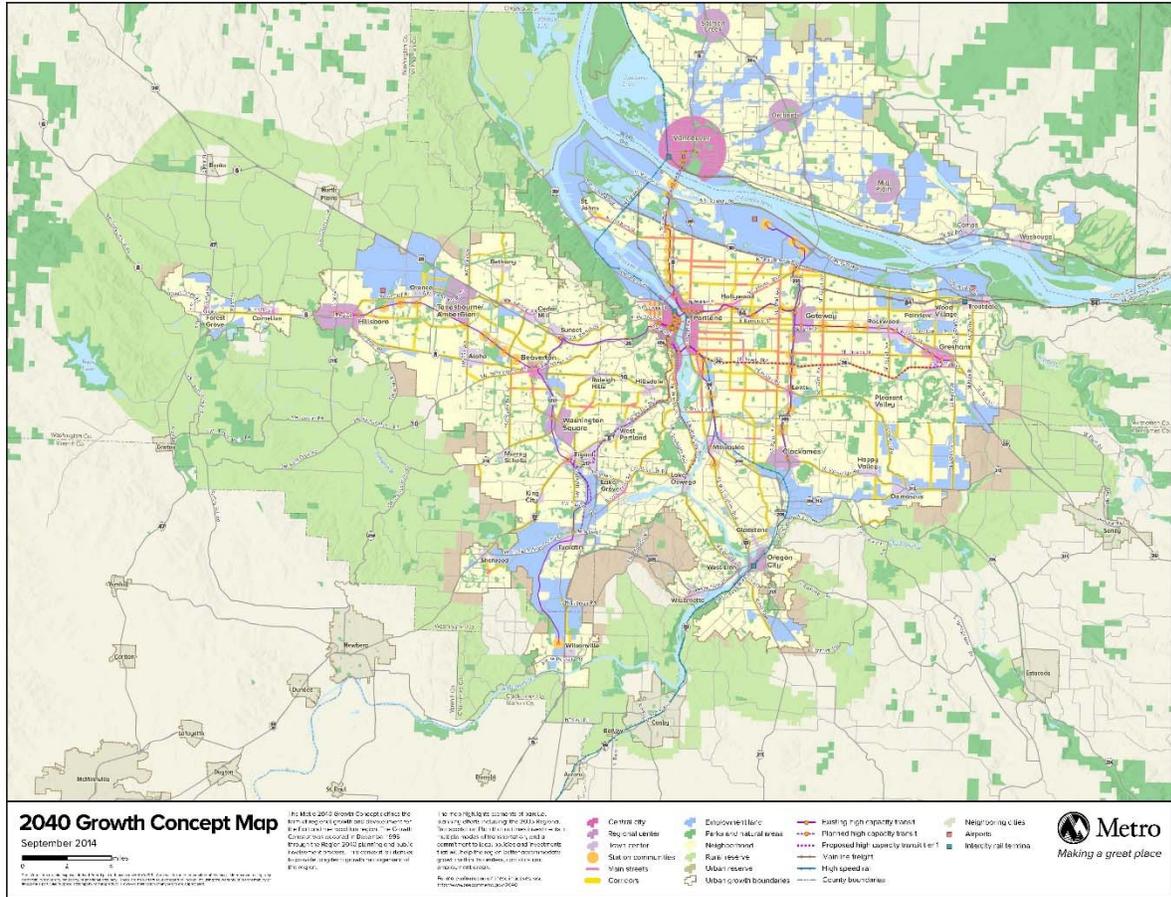
Regional Plans

Metro is the Portland metropolitan area's regional government. Portland's Comprehensive Plan must be consistent with three regional plans and implementing regulations established by Metro:

The Urban Growth Management Functional Plan — This Plan, along with the Metro Regional Framework Plan and the 2040 Urban Growth Concept, provides the Portland metropolitan region with a coordinated growth management plan and preferred regional urban form. The preferred regional urban form is to contain growth within a carefully managed Urban Growth Boundary (UGB) where growth occurs inside the UGB in the form of infill and redevelopment with higher density developed in areas where it is appropriate.

The Regional Transportation Plan (RTP) — The RTP guides and coordinates investments in the regional transportation system, which serves Clackamas, Multnomah, and Washington counties.

Urban Growth Management Functional Plan — Cities and counties within Metro's boundaries must be consistent with Metro's adopted Urban Growth Management Functional Plans and the Regional Framework Plan, per Metro's Charter and state law. However, these plans do not dictate how cities accommodate growth and development. It is the responsibility of Portland to figure out where to locate housing and how to create a fertile and sustainable economy, while protecting natural resources. It is Portland's responsibility to guide the city's shape and development. The Comprehensive Plan is one way that the City of Portland is complying with the applicable Metro plans.



Metro 2040 Growth Concept Map

Local Plans

In addition to the Statewide Planning Program and the regional planning program, Portland develops and adopts many plans of its own.

Area-specific Plans — The Comprehensive Plan is a plan for the whole city; area-specific planning efforts take place for a smaller part of the city. Planning for smaller geographies — like a district of the city or the neighborhoods along a transit line — provides an opportunity to explore issues at a finer scale and with the local community. This level of planning is often called community or neighborhood planning.

Area-specific plans contain many components, such as information about the area’s history and community, vision statements, policies, code amendments, land use or Zoning Map changes, and action plans. All of these components must comply with the Comprehensive Plan in effect at the time the plan is developed. The components of area-specific plans either can be adopted by ordinance or resolution. They can also result in an amendment to the Comprehensive Plan or its implementation tools.

Topic-specific Plans — The City of Portland and other government agencies also adopt plans that are topic-specific or infrastructure-specific, such as the Climate Action Plan, the Consolidated Housing Plan, and Stormwater Management Plan. These plans should follow the ethos of the Comprehensive Plan and should not contradict the goals of the Comprehensive Plan. In general, they are not adopted as part of the Comprehensive Plan. Like the area-specific plans, topic- or infrastructure-specific plans may necessitate an amendment to the Comprehensive Plan and/or its implementation tools to ensure that they stay current over time.

How do area-specific plans relate to the Comprehensive Plan?

Plans adopted from 1980 to 2015 — Over 60 area-specific plans were adopted between the day Portland’s first Comprehensive Plan went into effect (January 1, 1981) and the adoption and effective date of this 2035 Comprehensive Plan. These plans are listed in Figure 1-2 in Chapter 1: The Plan. These area-specific plans may or may not comply with the new 2035 Comprehensive Plan goals and policies. If there is a conflict between a policy in the 2035 Comprehensive Plan and a policy in a previously adopted area-specific plan, the new 2035 Comprehensive Plan supersedes.

2016 and later — The City will adopt new area-specific plans, such as the Central City 2035 Plan, after the 2035 Comprehensive Plan goes into effect. These plans will address local issues, using the 2035 Comprehensive Plan as a starting point for more detailed policies, maps, and actions. These area-specific plans may result in amendments to the Comprehensive Plan and/or its implementation tools and will help the Comprehensive Plan stay current over time.

How is a Comprehensive Plan developed and approved?

Under state-mandated Periodic Review, there are several steps that must be taken to update a Comprehensive Plan. Below is a summary of Portland's process for updating the Comprehensive Plan, approved by the State of Oregon.

Assessment

The first step of Periodic Review is assessing the adequacy of the existing plan and background data to determine if conditions have changed enough to require the development of a new Comprehensive Plan or updates to portions of the Comprehensive Plan. The 2008 assessment showed that a significant update to the City's Comprehensive Plan, including new background information, was needed. This direction ultimately resulted in the development of new Comprehensive Plan Goals and Policies and a substantial update to the Comprehensive Plan Map.



The 1980 Comprehensive Plan

Periodic Review Work Plan

The next step in Periodic Review is the development of a work plan. As part of periodic review, the City is required to develop and adopt a work plan to guide the update of the Comprehensive Plan. In 2008, after review and recommendations by the Planning and Sustainability Commission, the Portland City Council adopted a work plan by Resolution No. 36626. This document includes the Council-approved Periodic Review Work Program & Public Involvement Plan (August 6, 2008).

Factual Basis

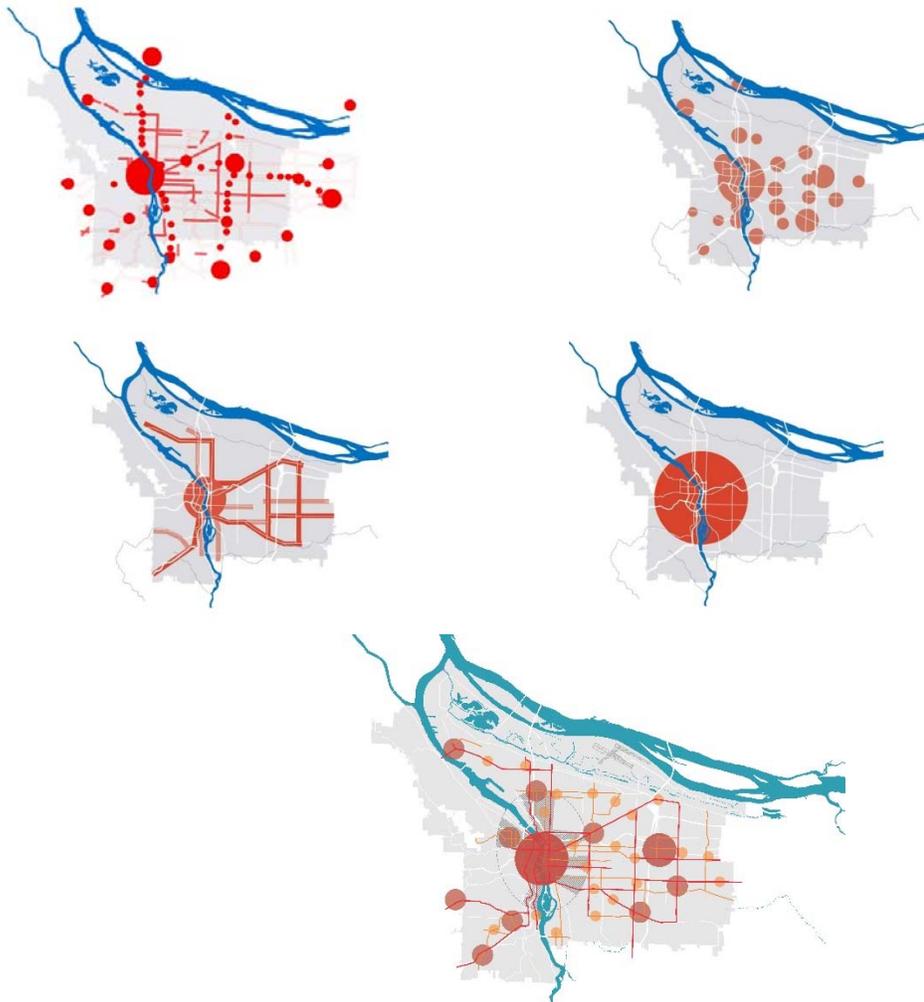
After the work plan is adopted, the next step is the development of a factual basis, as required by ORS 197.625 and OAR 660-0025. The purpose of this work is to provide a thorough and current analysis of existing conditions in Portland on which to base the content of the Comprehensive Plan. The factual basis includes the following documents:

- Economic Opportunities Analysis
- Housing Needs Analysis
- Natural Resource Inventory
- Infrastructure Condition and Capacity
- Buildable Lands Inventory

Growth Scenarios and Alternatives Analysis

In the Buildable Lands Inventory Report, published in 2012, the City analyzed existing development patterns and intensity, land and development values, and existing land use designations and zoning to determine where there is vacant land and land that is likely to be redeveloped. The report identifies constraints, such as inadequate infrastructure services or natural hazards. The Growth Scenarios Report offers a basis for making informed decisions about which investments and growth patterns will bring the greatest benefit to the most Portlanders while moving the city closer to meeting performance goals. Performance goals include things such as reducing carbon emissions, improving access to living-wage jobs, and providing safe and convenient access to goods and services within walking distance of where people live.

The Growth Scenarios Report uses information from the Buildable Lands Inventory and measures the performance of different possible growth alternatives, and how those choices may impact our ability to meet the Measures of Success adopted with the Portland Plan. Based on analysis in the Growth Scenarios Report, a “preferred scenario” was developed. The proposed Comprehensive Plan Map implements that preferred scenario.



Working Draft (Part 1 and Part 2)

Staff prepared a Working Draft of the Comprehensive Plan in 2013, in consultation with a group of advisory committees (known as Policy Expert Groups, or PEGs). In total, more than 60 volunteers participated in this process, including business and neighborhood leaders, and a variety of other topic experts and community representatives. The Working Draft was shared with the general public at meetings and events and online. The Working Draft Part 1, which included the Urban Design Framework and the Goals and Policies, was released for public review in January 2013. The Working Draft Part 2, which included the Comprehensive Plan Map and the Citywide Systems Plan, was released for public review in October 2013.

Proposed Draft

The Proposed Draft was developed by staff, informed by public feedback and additional analysis. The draft was published in July 2014 and circulated for broad public review. Formal testimony was invited for a 9-month period, July 2014 through March 2015. Testimony occurred in person (at public hearings), in writing (via email and letters), and through an interactive online map application (the Map App). Over 4,000 comments were received and considered by staff and the Planning and Sustainability Commission (PSC).

Recommended Draft

This Recommended Draft included all changes to the Proposed Draft approved and recommended by the Planning and Sustainability Commission between July 2014 and June 2015. This draft was published in August 2015. After receiving the PSC recommendation, City Council held five public hearings in late 2015 and early 2016. Over 4,000 comments were received and considered by the City Council. In February 2016, City Council identified potential amendments they wanted to discuss. City Council scheduled several public hearings in April of 2016 to hear public testimony about the amendments.

Adopted Plan

City Council voted on amendments to the PSC recommendation in late April and May, and adopted the Plan in June 2016.

Early Implementation

The final step in the state-required Periodic Review process is updating City codes and zoning maps to be consistent with the new Comprehensive Plan. These updates do not go into effect until the Comprehensive Plan is acknowledged by the state.

State Acknowledgment

Upon adoption at the City level, the City of Portland sends the 2035 Comprehensive Plan to the Land Conservation and Development Commission (LCDC). LCDC must review and acknowledge that the Comprehensive Plan adopted by the City meets all applicable State of Oregon requirements. Once the plan is approved by LCDC, it is considered an acknowledged Comprehensive Plan. To allow sufficient time for acknowledgement, the Council has established an effective date of January 1, 2018.

Future updates

The Comprehensive Plan is a long-range plan to guide land use decisions for a generation. Given the breadth of the Plan, its long-term planning horizon, and the amount of work required to update the Plan's components, the full Comprehensive Plan is only updated periodically.

However, it is often necessary to update portions of the plan or to create more focused area plans. When smaller updates are completed or area plans like the Central City 2035 Plan are completed, they must be adopted as "post-acknowledgment plan amendments."

... COMPREHENSIVE PLAN UPDATE ...

2035 Comprehensive Plan

Goals and Policies

June 2016

Portland's Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Ord. 187832, Vol. 1.1.B, page 189

Chapter 1: The Plan

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Identify and describe the purpose and role of the Comprehensive Plan's elements, supporting documents, and implementation tools.
- Define how the elements of the Comprehensive Plan – the Vision and Guiding Principles, the Goals and Policies, the Comprehensive Plan Map, and the List of Significant Projects – work together.
- Provide direction on how to use the Comprehensive Plan in future amendments to the Plan elements, its supporting documents, and implementation tools.
- Define the relationship between the Comprehensive Plan and federal, state, and regional regulations and plans.

Why is this important?

The Comprehensive Plan is a long-range land use and public facility investment plan to guide future growth and the physical development of the City. The goals and policies within the Comprehensive Plan are designed to help Portland become a prosperous, healthy, equitable, and resilient city. This chapter defines both the scope and limit of the Plan's elements and explains how and when supporting documents and implementing tools are used.

The goals and policies in the Plan cover a wide variety of topics, but they are all for the purpose of informing and guiding land use decisions. A land use decision is one that has a significant impact on present or future land uses in the area. Examples of land use decisions include zoning decisions and adoption of growth related public facility plans.

When applying goals and policies to particular situations, such as specific development proposals or area plans, there may be competing or conflicting policies. Although it would be ideal to always meet each goal and policy, sometimes that is not possible, so proposals or situations must be judged whether they meet the goals and policies on balance. Even the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter more will change from one decision to another. There is no set formula — no particular number of “heavier” policies equals a larger set of “lighter” policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction it believes best embodies the Plan as a whole. This approach recognizes that there are trade-offs and compromises and allows flexibility while still guiding land use and capital decisions. The Plan's Guiding Principles provide an anchor or reference point to consider when making trade-offs and compromises.

Table of Contents

Goals

Goal 1.A	Multiple goals
Goal 1.B	Regional partnerships
Goal 1.C	A well-functioning plan
Goal 1.D	Implementation tools
Goal 1.E	Administration

Policies

The Comprehensive Plan

Policy 1.1	Comprehensive Plan elements
------------	-----------------------------

Supporting documents

Policy 1.2	Comprehensive Plan supporting documents
------------	---

Implementation tools

Policy 1.3	Implementation tools subject to the Comprehensive Plan
Policy 1.4	Zoning Code
Policy 1.5	Zoning Map
Policy 1.6	Service coordination agreements
Policy 1.7	Annexations
Policy 1.8	Urban renewal plans
Policy 1.9	Development agreements

Administration

Policy 1.10	Compliance with the Comprehensive Plan
Policy 1.11	Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary
Policy 1.12	Consistency with Statewide Planning Goals
Policy 1.13	Consistency with state and federal regulations
Policy 1.14	Public facility adequacy
Policy 1.15	Intergovernmental coordination
Policy 1.16	Planning and Sustainability Commission review
Policy 1.17	Community Involvement Committee
Policy 1.18	Quasi-judicial amendments to the Comprehensive Plan Map
Policy 1.19	Area-specific plans

List of Figures

1-1.	Comprehensive Plan Package
1-2.	Area-Specific Plans Adopted by Ordinance Prior to [effective date of this 2035 Comprehensive Plan]

Goals

Goal 1.A: Multiple goals

Portland's Comprehensive Plan provides a framework to guide land use, development, and public facility investments. It is based on a set of Guiding Principles that call for integrated approaches, actions, and outcomes that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.

Goal 1.B: Regional partnership

Portland's Comprehensive Plan acknowledges Portland's role within the region, and it is coordinated with the policies of governmental partners.

Goal 1.C: A well-functioning plan

Portland's Comprehensive Plan is effective, its elements are aligned, and it is updated periodically to be current and to address mandates, community needs, and identified problems.

Goal 1.D: Implementation tools

Portland's Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public's current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.

Goal 1.E: Administration

Portland's Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan as a whole. It is administered in accordance with regional plans and state and federal law.

Policies

The Comprehensive Plan

This section identifies the elements of the Comprehensive Plan. *See Figure 1-1 — Comprehensive Plan Package.*

Policy 1.1 Comprehensive Plan elements. Maintain a Comprehensive Plan that includes these elements:

- **Vision and Guiding Principles.** The Vision is a statement of where the City aspires to be in 2035. The Guiding Principles call for decisions that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.
- **Goals and policies.** The goals and policies of the Comprehensive Plan, including the Urban Design Framework, provide the long-range planning direction for the development and redevelopment of the city.
- **Comprehensive Plan Map.** The Comprehensive Plan Map is the official long-range planning guide for spatially defining the desired land uses and development in Portland. The Comprehensive Plan Map is a series of maps, which together show the boundaries of municipal incorporation, the Urban Service Boundary, land use designations, and the recognized boundaries of the Central City, Gateway regional center, town centers, and neighborhood centers.
- **List of Significant Projects.** The List of Significant Projects identifies the public facility projects needed to serve designated land uses through 2035, including expected new housing and jobs. It is based on the framework provided by a supporting Public Facilities Plan (PFP). The Citywide Systems Plan (CSP) is the City's public facilities plan. The Transportation System Plan (TSP) includes the transportation-related list of significant projects. The list element of the TSP is also an element of the Comprehensive Plan.
- **Transportation policies, street classifications, and street plans.** The policies, street classifications, and street plan maps contained in the Transportation System Plan (TSP) are an element of the Comprehensive Plan. Other parts of the TSP function as a supporting document, as described in Policy 1.2.

Supporting documents

The supporting documents contain the factual information or public facility assessments that are used to develop the Comprehensive Plan; they are not elements of the Comprehensive Plan itself.

Policy 1.2 Comprehensive Plan supporting documents. Maintain and periodically update the following Comprehensive Plan supporting documents.

1. Inventories and analyses. The following inventories and analyses are supporting documents to the Comprehensive Plan:

- Economic Opportunities Analysis (EOA)
- Buildable Lands Inventory (BLI)
- Natural Resource Inventory (NRI)
- Housing Needs Analysis (HNA)

2. Public Facilities Plan. The Public Facilities Plan (PFP) is a coordinated plan for the provision of urban public facilities and services within Portland's Urban Services Boundary. The Citywide Systems Plan (CSP) is the City's public facilities plan.

3. Transportation System Plan (TSP). The TSP is the detailed long-range plan to guide transportation system functions and investments. The TSP ensures that new development and allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities. The TSP includes a financial plan to identify revenue sources for planned transportation facilities included on the List of Significant Projects. The TSP is the transportation element of the Public Facilities Plan. Certain components of the TSP are elements of the Comprehensive Plan. *See Policy 1.1.*

4. School Facility Plans. School facility plans that were developed in consultation with the City, adopted by school districts serving the City, and that meet the requirements of ORS 195 are considered supporting documents to the Comprehensive Plan.

Implementation tools

These policies identify and describe the Comprehensive Plan implementation tools.

- Policy 1.3** **Implementation tools subject to the Comprehensive Plan.** Maintain Comprehensive Plan implementation tools that are derived from, and comply with, the Comprehensive Plan. *Implementation tools include those identified in policies 1.4 through 1.9.*
- Policy 1.4** **Zoning Code.** Maintain a Zoning Code that establishes the regulations that apply to various zones, districts, uses, and development types.
- Policy 1.5** **Zoning Map.** Maintain a Zoning Map that identifies the boundaries of various zones, districts, and other special features.
- Policy 1.6** **Service coordination agreements.** Maintain coordination agreements with local governments of adjoining jurisdictions concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland’s Urban Services Boundary; and public school districts concerning educational facilities within Portland's Urban Services Boundary.
- Policy 1.7** **Annexations.** Provide a process incorporating urban and urbanizable land within the City's Urban Services Boundary through annexation.
- See policies 8.11-8.19 for service extension requirements for annexations.*
- Policy 1.8** **Urban renewal plans.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, adopt or amend goals and objectives that will guide investment priorities within a district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan.
- Policy 1.9** **Development agreements.** Consider development agreements entered into by the City of Portland and pursuant to Oregon Revised Statute 94 a Comprehensive Plan implementation tool.

Administration

Future work to update the Comprehensive Plan will generally respond to mandates, community needs, new information, and/or identified or potential land use problems, and will be based on the best available data, science, and analytical tools. Projects may be focused on a particular geographic area or may address a particular issue or set of issues and may result in amendments to the Comprehensive Plan, a supporting document, and/or an implementation tool.

THE PLAN

To effectively administer the Comprehensive Plan, amendments to an element of the Plan or an implementation tool must forward the overall intent of the Plan as a whole. The policies in this section apply to legislative and, in some cases, quasi-judicial amendments, to the Plan or an implementation tool.

Policy 1.10 Compliance with the Comprehensive Plan. Ensure that amendments to the Comprehensive Plan’s elements, supporting documents, and implementation tools comply with the Comprehensive Plan. “Comply” means that amendments must be evaluated against the Comprehensive Plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.

1.10.a. Legislative amendments to the Comprehensive Plan’s elements and implementation tools must also comply with the Guiding Principles.

1.10.b. Legislative amendments to the Comprehensive Plan’s elements should be based on the factual basis established in the supporting documents as updated and amended over time.

1.10.c. Amendments to the Zoning Map are considered to be in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map, the amendment is to a corresponding or allowed zone, and current public services are capable of supporting the uses allowed by the zone, or that public services can be made capable by the time the development is complete. *See Policy 10.3 for additional guidance on Zoning Map amendments.*

Policy 1.11 Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary. Ensure that the Comprehensive Plan remains consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.

Policy 1.12 Consistency with Statewide Planning Goals. Ensure that the Comprehensive Plan, supporting documents, and implementation tools remain consistent with the Oregon Statewide Planning Goals.

Policy 1.13 Consistency with state and federal regulations. Ensure that the Comprehensive Plan remains consistent with all applicable state and federal regulations, and that implementation measures for the Comprehensive Plan are well coordinated with other City activities that respond to state and federal regulations.

Policy 1.14 Public facility adequacy. Consider impacts on the existing and future availability and capacity of urban public facilities and services when amending Comprehensive Plan elements and implementation tools. Urban

public facilities and services include those provided by the City, neighboring jurisdictions, and partners within Portland’s urban services boundaries, as established by Policies 8.2 and 8.6.

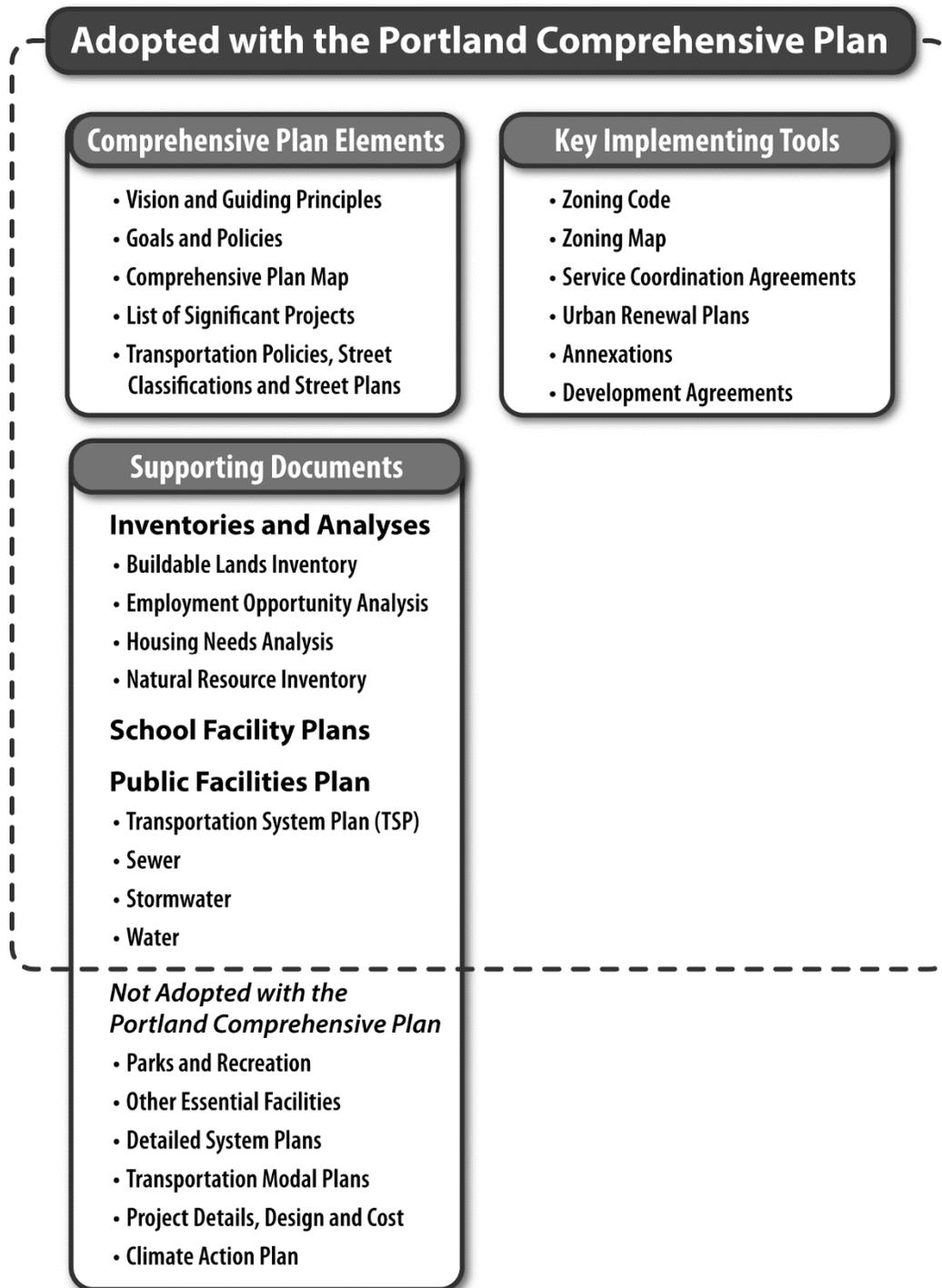
- Policy 1.15 Intergovernmental coordination.** Strive to administer the Comprehensive Plan elements and implementation tools in a manner that supports the efforts and fiscal health of the City, county and regional governments, and partner agencies such as school districts and transit agencies.
- Policy 1.16 Planning and Sustainability Commission review.** Ensure the Planning and Sustainability Commission (PSC) reviews and makes recommendations to the City Council on all proposed legislative amendments to Comprehensive Plan elements, supporting documents, and implementation tools. The PSC advises City Council on the City’s long-range goals, policies, and programs for land use, planning, and sustainability. The membership and powers and duties of the PSC are described in the Zoning Code.
- Policy 1.17 Community Involvement Committee.** Establish a Community Involvement Committee to oversee the Community Involvement Program for land use decisions as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.
- Policy 1.18 Quasi-judicial amendments to the Comprehensive Plan Map.** Applicants for quasi-judicial amendments to the Comprehensive Plan Map must show that the requested change adheres to Policies 1.10 through 1.15 and:
- Is compatible with the land use pattern established by the Comprehensive Plan Map.
 - Is not in conflict with applicable adopted area-specific plans as described in Policy 1.19, or the applicable hearings body determines that the identified conflict represents a circumstance where the area specific plan is in conflict with the Comprehensive Plan and the proposed amendment is consistent with the Comprehensive Plan.
- The Hearings Officer must review and make recommendations to the City Council on all quasi-judicial amendments to the Comprehensive Plan Map using procedures outlined in the Zoning Code.
- Policy 1.19 Area-specific plans.** Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

1.19.a. Area-specific plans that are adopted after [effective date of this 2035 Comp Plan] should clearly identify which components amend Comprehensive Plan elements, supporting documents, or implementation tools. Such amendments should be appropriate to the scope of the Comprehensive Plan; be intended to guide land use decisions; and provide geographically-specific detail. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses.

1.19.b. Area-specific plan components intended as context, general guidance, or directives for future community-driven efforts should not amend the Comprehensive Plan elements or implementation tools but be adopted by resolution as intent. These components include vision statements, historical context, existing conditions, action plans, design preferences, and other background information.

1.19.c. Community, area, neighborhood, and other area-specific plans that were adopted by ordinance prior to [effective date of this 2035 Comp Plan] are still in effect. However, the elements of this Comprehensive Plan supersede any goals or policies of a community, area, or neighborhood plan that are inconsistent with this Plan. *See Figure 1-2 – Area-Specific Plans Adopted by Ordinance Prior to [effective date of this 2035 Comprehensive Plan], and Figure 7-2 – Adopted Environmental Plans.*

Figure 1-1. Comprehensive Plan Package



THE PLAN

Figure 1-2. Area-Specific Plans Adopted by Ordinance
Prior to [effective date of this 2035 Comprehensive Plan]

Plan	Ordinance No.	Effective dates
Downtown Plan <i>Amended (1980)</i>	150580	1972
Corbett-Terwilliger-Lair Hill Policy Plan	150580	1977
Terwilliger Parkway Corridor Plan	155244	1983
Cully/Parkrose Community Plan <i>Cully portion superseded by Cully Neighborhood Plan (1992)</i>	158942	1986
Wilkes Community and Rockwood Corridor Plan	160174	1987
Sullivan's Gulch Neighborhood Action Plan	159897	1987
Kerns Neighborhood Action Plan	159894	1987
Hosford-Abernethy (HAND) Neighborhood Action Plan	160471	1988
Central City Plan	160606	1988
Buckman Neighborhood Plan	164489	1991
Brooklyn Neighborhood Plan	163982	1992
Cully Neighborhood Plan	164922	1991
Brentwood/Darlington Neighborhood Plan	165071	1992
Albina Community Plan	166786, 167054	1993
Arbor Lodge Neighborhood Plan	166786, 167054	1993
Boise Neighborhood Plan	166786, 167054	1993
Concordia Neighborhood Plan	166786, 167054	1993
Eliot Neighborhood Plan	166786, 167054	1993
Humboldt Neighborhood Plan	166786, 167054	1993
Irvington Neighborhood Plan	166786, 167054	1993
Kenton Neighborhood Plan <i>Amended by Kenton Downtown Plan (2001)</i>	166786, 167054	1993, 2001
King Neighborhood Plan	166786, 167054	1993
Piedmont Neighborhood Plan	166786, 167054	1993
Sabin Neighborhood Plan	166786, 167054	1993
Woodlawn Neighborhood Plan	166786, 167054	1993
Richmond Neighborhood Plan	168280	1994
University District & River District Plans	168702	1995
Woodstock Neighborhood Plan	169488	1995
Downtown Community Association Residential Plan	170347	1996
Goose Hollow Station Community Plan	169699	1996
Outer Southeast Community Plan	169763	1996
Centennial Neighborhood Plan	169763	1996
Foster-Powell Neighborhood Plan	169763	1996

GOALS AND POLICIES

Plan	Ordinance No.	Effective dates
Lents Neighborhood Plan	169763	1996
Mt. Scott-Arleta Neighborhood Plan	169763	1996
Mill Park Neighborhood Plan	169763	1996
Montavilla Neighborhood Plan	169763	1996
Outer Southeast Business Plan	169763	1996
Pleasant Valley Neighborhood Plan	169763	1996
Powellhurst-Gilbert Neighborhood Plan	169763	1996
Hazelwood Neighborhood Plan	169763	1996
South Tabor Neighborhood Plan	169763	1996
Bridgeton Neighborhood Plan	171238	1997
Hillsdale Town Center Plan	171699	1997
Sellwood-Moreland Neighborhood Plan	171849	1997
Creston Kenilworth Neighborhood Plan	172365	1998
Sunnyside Neighborhood Plan	173725	1999
Southwest Community Plan Vision, Policies and Objectives	174667	2000
Hollywood and Sandy Plan	174325	2000
Kenton Downtown Plan (2001)	175210	2001
Guild's Lake Industrial Sanctuary Plan	176092	2001
Portsmouth Neighborhood Plan	176614	2002
Downtown's West End	176193	2002
South Waterfront Plan	177082	2002
Marquam Hill Plan	176742, 17777	2002
Northwest District Plan <i>Remanded (2005)</i>	177920, 177921, 177993, 178020	2003
Amendments to the Cascade Station/Portland International Center Plan District	17076	2005
Gateway Planning Regulations	178423, 178424	2004
St. Johns/Lombard Plan	178452	2004
DivisonVision Green Street/Main Street Plan	179925	2006
North Interstate Corridor Plan	182072	2008
North Pearl District Plan	182319	2008
Hayden Island Plan	183124	2009
Airport Futures City Land Use Plan	184521	2011
SE 122nd Avenue Rezone Project	185682	2012

Chapter 2: Community Involvement

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide a wide range of opportunities for involvement in planning and investment decisions, with targeted access and inclusion in decision making for those who potentially will be adversely affected by the results of those decisions.
- Foster ongoing positive relationships between communities and the City to support accountability for improving community well-being and inclusion.
- Recognize that the City has a responsibility to plan for the needs of, and engage with, under-served and under-represented communities to achieve greater equity.
- Expand opportunities for meaningful community engagement in planning and investment processes, from issue identification and project scoping through implementation, monitoring, evaluation, accountability, and enforcement.
- Promote civic responsibility both within communities and at an individual level.
- Require transparent, well-designed, thoughtful, culturally-specific, relevant, representative, and responsive public processes for planning and investment decisions, implementation, and monitoring.
- Build community capacity to increase the community's meaningful participation and leadership in planning and investment decisions.
- Promote thoughtful consideration of and responses to public comment on planning and investment decisions.

Why is this important?

The results are better — more durable, equitable, and accountable — when a diversity of Portlanders are involved in the scoping, development, implementation, monitoring, and evaluation of plans and investment projects. No one person, agency, organization, or business can provide all things Portland’s diverse communities need. Collaborative partnerships and inclusive community participation in planning and investment decision making are essential to creating and sustaining a prosperous, healthy, equitable, and resilient Portland.

Portland has a long history of community involvement that gained strength and power in the 1970s, which forms the foundation of today’s neighborhood system. As the city grows, diversifies, and works to advance equity, it is essential that all community members’ needs and concerns are considered. Particular efforts must be made to improve services for, and participation by, people of color, immigrant and refugee communities, people with disabilities, renters, low-income Portlanders, older adults, youth, and the lesbian, gay, bisexual, transgender, and queer (LGBTQ) community.

It is the City’s responsibility to promote deep and inclusive community involvement in planning and investment decisions. A new paradigm of community involvement and engagement — one that supports intercultural organizing, recognizes that diversity is an advantage, and works to achieve equitable outcomes — must be embraced and paired with Portland’s neighborhood organizations to create a robust and inclusive community involvement system.

Table of Contents

Goals

Goal 2.A	Community involvement as a partnership
Goal 2.B	Social justice and equity
Goal 2.C	Value community wisdom and participation
Goal 2.D	Transparency and accountability
Goal 2.E	Meaningful participation
Goal 2.F	Accessible and effective participation
Goal 2.G	Strong civic infrastructure

Policies

Partners in decision making

Policy 2.1	Partnerships and coordination
Policy 2.2	Broaden partnerships

Environmental justice

Policy 2.3	Extend benefits
Policy 2.4	Eliminate burdens

Invest in education and training

Policy 2.5	Community capacity building
Policy 2.6	Land use literacy
Policy 2.7	Agency capacity building

Community assessment

Policy 2.8	Channels of communication
Policy 2.9	Community analysis
Policy 2.10	Community participation in data collection
Policy 2.11	Open data

Transparency and accountability

Policy 2.12	Roles and responsibilities
Policy 2.13	Project scope
Policy 2.14	Community influence
Policy 2.15	Documentation and feedback

COMMUNITY INVOLVEMENT

Community involvement program

- Policy 2.16 Community Involvement Program
- Policy 2.17 Community engagement manual
- Policy 2.18 Best practices engagement methods
- Policy 2.19 Community Involvement Committee
- Policy 2.20 Review bodies
- Policy 2.21 Program evaluation
- Policy 2.22 Shared engagement methods
- Policy 2.23 Adequate funding and human resources

Process design and evaluation

- Policy 2.24 Representation
- Policy 2.25 Early involvement
- Policy 2.26 Verifying data
- Policy 2.27 Demographics
- Policy 2.28 Historical understanding
- Policy 2.29 Project-specific needs
- Policy 2.30 Culturally-appropriate processes
- Policy 2.31 Innovative engagement methods
- Policy 2.32 Inclusive participation beyond Portland residents
- Policy 2.33 Inclusive participation in Central City planning
- Policy 2.34 Accessibility
- Policy 2.35 Participation monitoring
- Policy 2.36 Adaptability
- Policy 2.37 Process evaluation

Information design and development

- Policy 2.38 Accommodation
- Policy 2.39 Notification
- Policy 2.40 Tools for effective participation
- Policy 2.41 Limited English proficiency (LEP)

Goals

Goal 2.A: Community involvement as a partnership

The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, Neighborhood Associations, Business Associations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions. Partnerships with historically under-served and under-represented communities must be paired with the City's neighborhood organizations to create a robust and inclusive community involvement system.

Goal 2.B: Social justice and equity

The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.

Goal 2.C: Value community wisdom and participation

Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.

Goal 2.D: Transparency and accountability

City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is taken into account. Accountability includes monitoring and reporting outcomes.

Goal 2.E: Meaningful participation

Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.

COMMUNITY INVOLVEMENT

Goal 2.F: Accessible and effective participation

City planning and investment decision-making processes are designed to be accessible and effective, and responsive to the needs of all communities and cultures. The City draws from acknowledged best practices and uses a wide variety of tools, including those developed and recommended by under-served and under-represented communities, to promote inclusive, collaborative, culturally-responsive, and robust community involvement.

Goal 2.G: Strong civic infrastructure

Civic institutions, organizations, and processes encourage active and meaningful community involvement and strengthen the capacity of individuals and communities to participate in planning processes and civic life.

Policies

Ongoing community involvement practices, procedures, and programs are a necessary foundation for project-specific community involvement efforts. Many of the policies in this chapter are intended to build on community wisdom, expand community knowledge, and improve City staff capacity to work effectively with an increasingly diverse and growing Portland population.

Partners in decision making

Portland benefits when community members are meaningfully involved in planning and investment decisions. By building and maintaining partnerships with individuals and a wide range of formal and informal organizations that represent a variety of interests, the City of Portland government will have a better understanding of various communities' diverse needs and concerns. These policies support building and maintaining strong and supportive relationships with an increasingly diverse and growing Portland population.

Policy 2.1 Partnerships and coordination. Maintain partnerships and coordinate land use engagement with:

2.1.a. Individual community members.

2.1.b. Communities of color (including those whose families have been in this area for generations such as Native Americans, African Americans, and descendants of immigrants), low-income populations, Limited English Proficient (LEP) communities, Native American communities, immigrants and refugees, and other under-served and under-represented communities.

2.1.c. District coalitions, Neighborhood Associations, watershed councils, and business district associations as local experts and communication channels for place-based projects.

2.1.d. Businesses, unions, employees, and related organizations that reflect Portland's diversity as the center of regional economic and cultural activity.

2.1.e. Community-based, faith-based, artistic and cultural, and interest-based non-profits, organizations, and groups.

2.1.f. People experiencing disabilities.

2.1.g. Institutions, governments, and Sovereign tribes.

Policy 2.2 Broaden partnerships. Work with district coalitions, Neighborhood Associations, and business district associations to increase participation and to help them reflect the diversity of the people and institutions they serve. Facilitate greater communication and collaboration among district coalitions,

COMMUNITY INVOLVEMENT

Neighborhood Associations, business district associations, culturally-specific organizations, and community-based organizations.

Environmental justice

Environmental justice is the equitable treatment and meaningful involvement of all people in public decision making, as it applies to the development, implementation, and enforcement of laws, regulations, and policies that govern the uses of air, water, and land; and therefore the effects of those laws, regulations, and policies on the health and quality of life where people live, work, learn, play, and practice spirituality.

Environmental justice supports the equitable distribution of the benefits and burdens of decisions, considering historical injustice and context of local decision-making, and ensures that those most impacted from decisions have an opportunity to meaningfully participate.

Environmental justice is borne from the recognition that communities of color, low-income communities, Limited English Proficient (LEP) communities, and Sovereign tribes have been disproportionately impacted from public and private decision-making, including planning, development, monitoring and enforcement, while often being excluded from those decisions themselves.

Environmental justice serves to build capacity within overburdened communities to support greater political, socioeconomic, and cultural self-determination.

Policies throughout this chapter support environmental justice by providing a framework for meaningful involvement in public decisions.

Policy 2.3 **Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

Policy 2.4 **Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

2.4.a. Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.

2.4.b. Use plans and investments to address disproportionate burdens of previous decisions.

Invest in education and training

Both the community and City representatives must have the capacity to work together as effective partners. Ongoing investment in education and training leads to better informed community members who then have increased capacity to participate effectively. Community involvement-focused professional development training helps improve City staff's ability to work with and learn from community members. These policies support both community and agency capacity building.

- Policy 2.5** **Community capacity building.** Enhance the ability of community members, particularly those in under-served and/or under-represented groups, to develop the relationships, knowledge, and skills to effectively participate in plan and investment processes.

- Policy 2.6** **Land use literacy.** Provide training and educational opportunities to build the public's understanding of land use, transportation, housing, and related topics, and increase capacity for meaningful participation in planning and investment processes.

- Policy 2.7** **Agency capacity building.** Increase City staff's capacity, tools, and skills to design and implement processes that engage a broad diversity of affected and interested communities, including under-served and under-represented communities, in meaningful and appropriate ways.

Community assessment

City staff must build and maintain their understanding of community demographics, trends, and needs. Community members should have opportunities to share how conditions and needs affect them. The following policies support effective two-way communication between City government and communities and encourage community-level data gathering and information sharing in planning and investment processes.

- Policy 2.8** **Channels of communication.** Maintain two-way channels of communication among City Council, the Planning and Sustainability Commission (PSC), project advisory committees, City staff, and community members.

- Policy 2.9** **Community analysis.** Collect and evaluate data, including community-validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.

- Policy 2.10** **Community participation in data collection.** Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.

COMMUNITY INVOLVEMENT

Policy 2.11 Open Data. Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. Where appropriate, encourage publication, accessibility, and wide-spread sharing of data collected and generated by the City.

Transparency and accountability

The City is committed to improving transparency in community involvement processes related to planning and investment decisions. When community members have a better understanding of a process, they are better able to participate effectively. Improved transparency and communication allows the City to better understand community opinions and needs, resulting in improved decisions.

The following policies articulate how and when planning and investment decisions are made; the community's role in decision-making processes; and what the community can expect from the City of Portland.

Policy 2.12 Roles and responsibilities. Establish clear roles, rights, and responsibilities for participants and decision makers in planning and investment processes. Address roles of City bureaus, elected officials, and participants, including community and neighborhood leadership, business, organizations, and individuals.

Policy 2.13 Project scope. Establish clear expectations about land use project sponsorship, purpose, design, and how decision makers will use the process results.

Policy 2.14 Community influence. At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.

Policy 2.15 Documentation and feedback. Provide clear documentation for the rationale supporting decisions in planning and investment processes. Communicate to participants about the issues raised in the community involvement process, how public input affected outcomes, and the rationale used to make decisions.

Community involvement program

Much has changed in Portland in the 35 years since the adoption of the 1980 Comprehensive Plan. Much more will likely change between the adoption of this Plan and the next one. The following policies challenge City staff and elected officials to assess current practices and develop new tools through ongoing process evaluation and

improvement, and direct the City to develop, maintain, and update a manual that details current best practices for community involvement.

Policy 2.16 Community Involvement Program. Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.

Policy 2.17 Community engagement manual. Create, maintain, and actively implement a community engagement manual that details how to conduct community involvement for planning and investment projects and decisions.

Policy 2.18 Best practices engagement methods. Utilize community engagement methods, tools, and technologies that are recognized as best practices.

Policy 2.19 Community Involvement Committee. The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and associated investment projects, before, during, and at the conclusion of these processes.

Policy 2.20 Review bodies. Maintain review bodies, such as the Planning and Sustainability Commission (PSC), Design Commission, Historic Landmarks Commission, and Adjustment Committee, to provide an opportunity for community involvement and provide leadership and expertise for specialized topic areas.

Policy 2.21 Program evaluation. Periodically evaluate the effectiveness of the Community Involvement Program and recommend and advocate for program and policy improvements. The Community Involvement Committee (CIC) will advise City staff regarding this evaluation.

Policy 2.22 Shared engagement methods. Coordinate and share methods, tools, and technologies that lead to successful engagement practices with both government and community partners and solicit engagement methods from the community.

Policy 2.23 Adequate funding and human resources. Provide a level of funding and human resources allocated to the Community Involvement Program sufficient to make community involvement an integral part of the planning, policy, investment and development process.

Process design and evaluation

The policies in this section guide the design of project-specific community involvement processes. They help ensure that community involvement processes for planning and investment projects fit the scope, character, and impact of the decision. These policies also promote full representation in planning and investment processes and actively involve under-served and under-represented communities. Representation can help ensure that City decisions do not further reinforce the disadvantaged position of under-served and under-represented groups and do not narrowly benefit privileged groups.

Policy 2.24 Representation. Facilitate participation of a cross-section of the full diversity of affected Portlanders during planning and investment processes. This diversity includes individuals, stakeholders, and communities represented by race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, and source of income.

Policy 2.25 Early involvement. Improve opportunities for interested and affected community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

Policy 2.26 Verifying data. Use data, including community-validated population data, to guide planning and investment processes and priority setting and to shape community involvement and decision-making efforts.

Policy 2.27 Demographics. Identify the demographics of potentially affected communities when initiating a planning or investment project.

Policy 2.28 Historical understanding. To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and under-served groups, and persons with limited English proficiency (LEP). Review preliminary findings with members of the community who have institutional and historical knowledge.

Policy 2.29 Project-specific needs. Customize community involvement processes to meet the needs of those potentially affected by the planning or investment project. Use community involvement techniques that fit the scope, character, and potential impact of the planning or investment decision under consideration.

Policy 2.30 Culturally-appropriate processes. Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and

culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.

Policy 2.31 Innovative engagement methods. Develop and document innovative methods, tools, and technologies for community involvement processes for plan and investment projects.

Policy 2.32 Inclusive participation beyond Portland residents. Design public processes for planning and investment projects to engage affected and interested people who may not live in Portland such as property owners, employees, employers, and students, among others, as practicable.

Policy 2.33 Inclusive participation in Central City planning. Design public processes for the Central City that recognize its unique role as the region's center. Engage a wide range of stakeholders from the Central City and throughout the region including employees, employers, social service providers, students, and visitors, as well as regional tourism, institutional, recreation, transportation, and local/regional government representatives, as appropriate.

Policy 2.34 Accessibility. Ensure that community involvement processes for planning and investment projects are broadly accessible in terms of location, time, and language, and that they support the engagement of individuals with a variety of abilities and limitations on participation.

Policy 2.35 Participation monitoring. Evaluate and document participant demographics throughout planning and investment processes to assess whether participation reflects the demographics of affected communities. Adapt involvement practices and activities accordingly to increase effectiveness at reaching targeted audiences.

Policy 2.36 Adaptability. Adapt community involvement processes for planning and investment projects as appropriate to flexibly respond to changes in the scope and priority of the issues, needs, and other factors that may affect the process.

Policy 2.37 Process evaluation. Evaluate each community involvement process for planning or investment projects from both the City staff and participants' perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

Information design and notification

These policies will help improve notification procedures for administrative and quasi-judicial reviews, as well as legislative land use decisions and the community's access to processes and technical information related to planning and investment decisions. The City of Portland's Civil Rights Title VI Plan requires that information is available to the public, with assistance provided as requested to interpret and effectively use technical information. Additionally, the City of Portland must ensure that limited English proficient (LEP) individuals have meaningful access to City land use-related activities.

Policy 2.38 Accommodation. Ensure accommodations to let individuals with disabilities participate in administrative, quasi-judicial, and legislative land use decisions, consistent with or exceeding federal regulations.

Policy 2.39 Notification. Notify affected and interested community members and recognized organizations about administrative, quasi-judicial, and legislative land use decisions with enough lead time to enable effective participation. Consider notification to both property owners and renters.

Policy 2.40 Tools for effective participation. Provide clear and easy access to information about administrative, quasi-judicial, and legislative land use decisions in multiple formats and through technological advancements and other ways.

Policy 2.41 Limited English Proficiency (LEP). Ensure that limited English proficient (LEP) individuals are provided meaningful access to information about administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

Chapter 3: Urban Form

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Foster an equitable system of compact mixed use and commercial centers across the city to increase access to community services and businesses, and create more low-carbon complete healthy connected neighborhoods.
- Improve Portland's major corridors so that they become vibrant urban places and key transportation connections.
- Enhance Portland's public realm, integrate nature into the city, and link people, places, and wildlife through active transportation facilities, green infrastructure investments, urban tree canopy, and habitat connections.
- Describe the city's overall development pattern and area character to inform and guide future plans, investments, and development.

Why is this important?

Portland's identity now and in the future is significantly shaped by the design and physical structure of the city and its neighborhoods. How people live and get around is partly determined by the location of services and other destinations and the arrangement and design of buildings and connections provided by streets, trails, and other public spaces. Together these design characteristics help determine whether: (1) a community is walkable, (2) children have safe places to play, (3) people have places to gather, and (4) businesses are easy to access.

Where housing and services are built, where street networks are connected, and how all of this is designed provides a key opportunity to: (1) enable people to meet more of their daily needs locally, (2) strengthen neighborhoods, (3) improve equitable access to services, and (4) support healthy, active living.

This chapter includes policies that support enhancing centers and corridors across the city as anchors to complete neighborhoods, providing Portlanders convenient access to local services. Clustering destinations in centers makes access by transit, walking, wheelchair, and bicycle more practical and reduces the amount of driving needed to get to services. Focusing growth and investments in centers and along corridors can also make good use of existing infrastructure capacity and encourage efficiency in new infrastructure investments.

This network of well-functioning centers and corridors will be critical to achieve the Portland Plan goals to make it possible for most Portlanders (80 percent) to live in complete neighborhoods by 2035, and to meet goals for travel by transit, walking, and bicycling.

Table of Contents

Goals

Goal 3.A	A city designed for people
Goal 3.B	A climate and hazard resilient urban form
Goal 3.C	Focused growth
Goal 3.D	A system of centers and corridors
Goal 3.E	Connected public realm and open space
Goal 3.F	Employment districts
Goal 3.G	Nature in the city

Policies

Citywide design and development

Policy 3.1	Urban Design Framework
Policy 3.2	Growth and stability
Policy 3.3	Equitable development
Policy 3.4	All ages and abilities
Policy 3.5	Energy and resource efficiency
Policy 3.6	Land efficiency
Policy 3.7	Integrate nature
Policy 3.8	Leadership and innovation in design
Policy 3.9	Growth and development
Policy 3.10	Rural, urbanizable, and urban land
Policy 3.11	Schools as centers of community
Policy 3.12	Significant places

Centers

Policy 3.13	Role of centers
Policy 3.14	Variety of centers
Policy 3.15	Housing in centers
Policy 3.16	Investments in centers
Policy 3.17	Government services
Policy 3.18	Arts and culture
Policy 3.19	Accessibility
Policy 3.20	Center connections
Policy 3.21	Green infrastructure in centers

URBAN FORM

Central City

- Policy 3.22 Roll of the Central City
- Policy 3.23 Model Urban Center
- Policy 3.24 Central City employment
- Policy 3.25 Central City housing
- Policy 3.26 Transportation hub
- Policy 3.27 Public places

Gateway Regional Center

- Policy 3.28 Role of Gateway
- Policy 3.29 Housing
- Policy 3.30 Transportation
- Policy 3.31 Public places

Town Centers

- Policy 3.32 Role of Town Centers
- Policy 3.33 Housing
- Policy 3.34 Transportation
- Policy 3.35 Public places

Neighborhood Centers

- Policy 3.36 Role of Neighborhood Centers
- Policy 3.37 Housing
- Policy 3.38 Transportation
- Policy 3.39 Public places

Inner Ring Districts

- Policy 3.40 Growth
- Policy 3.41 Corridors
- Policy 3.42 Distinct identities
- Policy 3.43 Diverse residential areas
- Policy 3.44 Active transportation

Corridors

- Policy 3.45 Growth and mobility
- Policy 3.46 Connections
- Policy 3.47 Design
- Policy 3.48 Green infrastructure in corridors

Civic Corridors

- Policy 3.49 Integrated land use and mobility
- Policy 3.50 Design great places
- Policy 3.51 Mobility corridors
- Policy 3.52 Freight

Neighborhood Corridors

- Policy 3.53 Neighborhood Corridors

Transit station areas

- Policy 3.54 Transit-oriented development
- Policy 3.55 Community connections
- Policy 3.56 Transit station area safety
- Policy 3.57 Center stations
- Policy 3.58 Employment stations
- Policy 3.59 Transit neighborhood stations
- Policy 3.60 Destination stations

City Greenways

- Policy 3.61 Connections
- Policy 3.62 Integrated system
- Policy 3.63 Multiple benefits
- Policy 3.64 Design

Urban habitat corridors

- Policy 3.65 Urban habitat corridors
- Policy 3.66 Habitat connection tools
- Policy 3.67 Connect habitat corridors

Employment areas

- Policy 3.68 Employment area geographies
- Policy 3.69 Regional Truck Corridors

Policies for each of the employment areas are provided in Chapter 6: Economic Development.

Pattern Areas**Rivers Pattern Area**

- Policy 3.70 Historic and multi-cultural significance
- Policy 3.71 River transportation
- Policy 3.72 Recreation
- Policy 3.73 Industry and port facilities
- Policy 3.74 Habitat
- Policy 3.75 Commercial activities
- Policy 3.76 River neighborhoods
- Policy 3.77 River access
- Policy 3.78 River management and coordination
- Policy 3.79 Columbia River
- Policy 3.80 Willamette River North Reach
- Policy 3.81 Willamette River Central Reach
- Policy 3.82 Willamette River South Reach
- Policy 3.83 Willamette River Greenway

URBAN FORM

Central City Pattern Area

- Policy 3.84 Central City districts
- Policy 3.85 Central City river orientation
- Policy 3.86 Central City pedestrian system
- Policy 3.87 Central City bicycle system

Inner Neighborhoods Pattern Area

- Policy 3.88 Inner Neighborhoods main streets
- Policy 3.89 Inner Neighborhoods street patterns
- Policy 3.90 Inner Neighborhoods infill
- Policy 3.91 Inner Neighborhoods active transportation
- Policy 3.92 Inner Neighborhoods residential areas

Eastern Neighborhoods Pattern Area

- Policy 3.93 Eastern Neighborhoods street, block, and lot pattern
- Policy 3.94 Eastern Neighborhoods site development
- Policy 3.95 Eastern Neighborhoods trees and natural features
- Policy 3.96 Eastern Neighborhoods buttes
- Policy 3.97 Eastern Neighborhoods corridor landscaping
- Policy 3.98 Eastern Neighborhoods active transportation

Western Neighborhoods Pattern Area

- Policy 3.99 Western Neighborhoods village character
- Policy 3.100 Western Neighborhoods active transportation
- Policy 3.101 Western Neighborhoods development
- Policy 3.102 Western Neighborhoods habitat corridors
- Policy 3.103 Western Neighborhoods trails

List of Figures

- 3-1. Urban Design Framework
- 3-2. Corridors
- 3-3. Centers
- 3-4. Transit Station Areas
- 3-5. City Greenways
- 3-6. Urban Habitat Corridors
- 3-7. Employment Areas
- 3-8. Pattern Areas
- 3-9. Willamette Greenway Boundaries

Goals

GOAL 3.A: A city designed for people

Portland's built environment is designed to serve the needs and aspirations of all Portlanders, promoting prosperity, health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

GOAL 3.B: A climate and hazard resilient urban form

Portland's compact urban form, sustainable building development practices, green infrastructure, and active transportation system reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change.

GOAL 3.C: Focused growth

Household and employment growth is focused in the Central City and other centers, corridors, and transit station areas, creating compact urban development in areas with a high level of service and amenities, while allowing the relative stability of lower-density single-family residential areas.

GOAL 3.D: A system of centers and corridors

Portland's interconnected system of centers and corridors provides diverse housing options and employment opportunities, robust multimodal transportation connections, access to local services and amenities, and supports low-carbon complete, healthy, and equitable communities.

GOAL 3.E: Connected public realm and open spaces

A network of parks, streets, City Greenways, and other public spaces supports community interaction; connects neighborhoods, districts, and destinations; and improves air, water, land quality, and environmental health.

GOAL 3.F: Employment districts

Portland supports job growth in a variety of employment districts to maintain a diverse economy.

GOAL 3.G: Nature in the city

A system of habitat corridors weaves nature into the city, enhances habitat connectivity, and preserves natural resources and the ecosystem services they provide.

Policies

Citywide Design and Development

- Policy 3.1** **Urban Design Framework.** Use the Urban Design Framework (UDF) as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities. *See Figure 3.1 — Urban Design Framework.*
- Policy 3.2** **Growth and stability.** Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland’s residential neighborhoods.
- Policy 3.3** **Equitable development.** Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.
- 3.3.a.** Anticipate, avoid, reduce, and mitigate negative public facility and development impacts, especially where those impacts inequitably burden communities of color, under-served and under-represented communities, and other vulnerable populations.
- 3.3.b.** Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement and increase affordable housing.
- 3.3.c.** Encourage use of plans, agreements, incentives, and other tools to promote equitable outcomes from development projects that benefit from public financial assistance.
- 3.3.d.** Incorporate requirements into the Zoning Code to provide public and community benefits as a condition for development projects to receive increased development allowances.
- 3.3.e.** When private property value is increased by public plans and investments, require development to address or mitigate displacement impacts and impacts on housing affordability, in ways that are related and roughly proportional to these impacts.
- 3.3.f.** Coordinate housing, economic development, and public facility plans and investments to create an integrated community development approach to restore communities impacted by past decisions. *See Policy 5.18.*

3.3.g. Encourage developers to engage directly with a broad range of impacted communities to identify potential impacts of private development projects, develop mitigation measures, and provide community benefits to address adverse impacts.

- Policy 3.4** **All ages and abilities.** Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.

- Policy 3.5** **Energy and resource efficiency.** Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.

- Policy 3.6** **Land efficiency.** Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.

- Policy 3.7** **Integrate nature.** Integrate nature and use green infrastructure throughout Portland.

- Policy 3.8** **Leadership and innovation in design.** Encourage high-performance design and development that demonstrates Portland’s leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions.

- Policy 3.9** **Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with particular attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts. *More detailed policies are in Chapter 5: Housing.*

- Policy 3.10** **Rural, urbanizable, and urban land.** Preserve the rural character of rural land outside the Regional Urban Growth Boundary. Limit urban development of urbanizable land beyond the City Limits until it is annexed and full urban services are extended.

Additional service provision and urbanization policies are found in Chapter 8: Public Facilities and Services.

- Policy 3.12** **Significant places.** Enhance and celebrate significant places throughout Portland with symbolic features or iconic structures that reinforce local identity, histories, and cultures and contribute to way-finding throughout the city. Consider these especially at:

- High-visibility intersections
- Attractions
- Schools, libraries, parks, and other civic places
- Bridges
- Rivers
- Viewpoints and view corridor locations
- Historically or culturally significant places
- Connections to volcanic buttes and other geologic and natural landscape features
- Neighborhood boundaries and transitions

Centers

Centers are compact and pedestrian-oriented urban places. They are connected to public transit and active transportation networks. They anchor complete neighborhoods with retail stores and businesses (grocery stores, restaurants, markets, shops, etc.), civic amenities (libraries, schools, community centers, places of worship, etc.), housing options, health clinics, daycare centers, employment centers, plazas and parks, or other public gathering places.

Centers will be the primary areas for growth and change in Portland over the next 20 years. Focusing new growth in centers helps achieve goals of having more Portlanders live in complete neighborhoods, use public transit and active transportation — walking, biking, and rolling — to commute to work and complete errands, and it will help mitigate and prepare for the effects of climate change. Clustering destinations and housing within compact, walkable centers makes access by transit, walking, wheelchair, and bicycle more practical and reduces the amount of driving needed to access services, reducing the impact on roadways, reducing congestion, and helps in facilitating freight movement.

Centers range in scale from the Central City's downtown to small neighborhood centers, providing local access to services and allowing Portlanders across the city to live a healthy, active lifestyle. Neighborhood business districts and the commercial services they provide are the foundation of many centers, but centers, particularly larger centers, will also become a focus for public services, gathering places, and housing growth. In and around all centers, there will be change as areas urbanize and new services, shops and housing are developed.

The UDF identifies four types of centers that vary in size, scale, service area, local versus regional role, and density of residents and businesses. The specific boundaries of these centers is shown on the Comprehensive Plan Map.

The four types are:

1. Central City
2. Regional Center (Gateway)
3. Town Center
4. Neighborhood Center

See Figure 3-3 — Centers.

Policies in this section identify essential elements and functions of centers that will be enhanced over time. Additional policies provide more detailed direction for specific types of centers based on their scale.

Policy 3.13 Role of centers. Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.

Policy 3.14 Variety of centers. Plan for a range of centers across the city to enhance local, equitable access to services, and expand housing opportunities.

Policy 3.15 Housing in centers. Provide housing capacity for enough population to support a broad range of commercial services, focusing higher-density housing within a half-mile of the center core.

Policy 3.16 Investments in centers. Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.

Policy 3.17 Government services. Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.

Policy 3.18 Arts and culture. Ensure that land use plans and infrastructure investments allow for and incorporate arts, culture, and performance arts as central components of centers.

Policy 3.19 Accessibility. Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices such as wheelchairs, safe and attractive for people of all ages and abilities.

- Policy 3.20 Center connections.** Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by pedestrian trails and sidewalks, bicycle sharing, bicycle routes, frequent and convenient transit, and electric vehicle charging stations. Prepare and adopt future street plans for centers that currently have poor street connectivity, especially where large commercial parcels are planned to receive significant additional housing density.
- Policy 3.21 Green infrastructure in centers.** Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.

Policies related to the design of centers are in Chapter 4: Design and Development. Policies related to housing in centers are in Chapter 5: Housing. Policies related to businesses and economic development in centers are located in Chapter 6: Economic Development. Additional policies related to transportation and access in centers are in Chapter 9: Transportation.

Central City

The Central City is a living laboratory for how the design and function of a dense urban center can concurrently provide benefits to human health, the natural environment, and the local economy. As Portland is the major center for jobs, transit, services, and civic and cultural institutions for the entire city and region. The Central City houses numerous attractions including Portland State University, the Oregon Convention Center, City Hall, Tom McCall Waterfront Park and the Willamette River, Pioneer Courthouse Square, and many museums and venues for artistic and cultural activities and professional sports. The Central City's ten unique districts include Downtown, the West End, Goose Hollow, Pearl, Old Town/Chinatown, Lower Albina, Lloyd, the Central Eastside, South Waterfront, and South Downtown/University. Together, these districts provide a diversity of opportunities for urban living, economic development, retail and entertainment.

- Policy 3.22 Role of the Central City.** Encourage continued growth and investment in the Central City, and recognize its unique role as the region's premier center for jobs, services, and civic and cultural institutions that support the entire city and region.
- Policy 3.23 Model Urban Center.** Promote the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can concurrently provide equitable benefits to human health, the natural environment, and the local economy.
- Policy 3.24 Central City employment.** Encourage the growth of the Central City's regional share of employment and continue its growth as the region's unique center for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

- Policy 3.25** **Central City housing.** Encourage the growth of the Central City as Portland’s and the region’s largest center with the highest concentrations of housing and with a diversity of housing options and services. *See also Policy 5.32.*
- Policy 3.26** **Transportation hub.** Enhance the Central City as the region’s multimodal transportation hub and optimize regional access as well as the movement of people and goods among key destinations.
- Policy 3.27** **Public places.** Promote public places and the Willamette River waterfront in the Central City as places of business and social activity and gathering for the people of its districts and the broader region.

Gateway Regional Center

Gateway Regional Center is East Portland’s major center, providing the area and region with civic, employment, and community services. It includes the city’s largest transit hub outside of downtown and good freeway access to regional destinations such as Portland International Airport.

- Policy 3.28** **Role of Gateway.** Encourage growth and investment in Gateway to enhance its role as East Portland’s center of employment, commercial, and public services.
- Policy 3.29** **Housing.** Encourage housing in Gateway, to create East Portland’s largest concentration of high-density housing.
- Policy 3.30** **Transportation.** Enhance Gateway’s role as a regional high-capacity transit hub that serves as an anchor for East Portland’s multimodal transportation system.
- Policy 3.31** **Public places.** Enhance the public realm and public places in Gateway to provide a vibrant and attractive setting for business and social activity that serves East Portland residents and the region.

Town Centers

Town Centers are located throughout Portland to serve broad parts of the city. They are typically anchored by employment centers or institutions, feature a wide range of commercial and community services, and have a wide range of housing options. Development in Town Centers is intended to be up to mid-rise in scale, with larger scale buildings primarily located close to high-capacity transit stations. Mid-rise development is typically as high as five to seven stories.

- Policy 3.32** **Role of Town Centers.** Enhance Town Centers as successful places that serve the needs of surrounding neighborhoods as well as a wider area, and contain higher concentrations of employment, institutions, commercial and community services, and a wide range of housing options.
- Policy 3.33** **Housing.** Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.
- Policy 3.34** **Transportation.** Improve Town Centers as multimodal transportation hubs that optimize access from the broad area of the city they serve and are linked to the region’s high-capacity transit system.
- Policy 3.35** **Public places.** Provide parks or public squares within or near Town Centers to support their roles as places of focused business and social activity.

Neighborhood Centers

Neighborhood Centers are smaller, sometimes village-like centers that include a mixture of higher density commercial and residential buildings. Because these centers are smaller than Town Centers, there are many more of them citywide. Development in Neighborhood Centers is generally intended to be low-rise in scale, although larger scale can be appropriate in locations close to high-capacity transit stations or near the Central City. Low-rise development typically includes buildings up to four stories in height.

- Policy 3.36** **Role of Neighborhood Centers.** Enhance Neighborhood Centers as successful places that serve the needs of surrounding neighborhoods. In Neighborhood Centers, provide for higher concentrations of development, employment, commercial and community services, and a wider range of housing options than the surrounding neighborhoods.
- Policy 3.37** **Housing.** Provide for a wide range of housing types in Neighborhood Centers, which are intended to generally be larger in scale than the surrounding residential areas, but smaller than Town Centers. There should be sufficient zoning capacity within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.
- Policy 3.38** **Transportation.** Design Neighborhood Centers as multimodal transportation hubs that are served by frequent-service transit and optimize pedestrian and bicycle access from adjacent neighborhoods.
- Policy 3.39** **Public places.** Provide small parks or plazas within or near Neighborhood Centers to support their roles as places of local activity and gathering.

Inner Ring Districts

The Inner Ring Districts include some of Portland's oldest neighborhoods, with several historic districts and a broad diversity of housing types. These areas include distinct districts, such as Albina and Northwest Portland, that have multiple mixed-use corridors in proximity (*see the shaded areas in the Urban Design Framework*), allowing most residents to live within a quarter-mile distance of frequent-service transit and neighborhood businesses. The Inner Ring Districts are also served by a highly interconnected system of streets and sidewalks, and are within a three-mile biking distance of the Central City's array of services, jobs, and amenities.

These policies acknowledge that growth in the Inner Ring Districts plays an important role in allowing more people to have access to their many opportunities, but also acknowledge that this growth should be integrated into these areas' historic urban fabric. The Inner Ring Districts, especially along their corridors, play a similar role to Town Centers in accommodating growth.

- Policy 3.40 Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.
- Policy 3.41 Corridors.** Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.
- Policy 3.42 Distinct identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use and expand existing historic preservation and design review tools to accommodate growth in ways that identify and preserve historic resources and enhance the distinctive characteristics of the Inner Ring Districts, especially in areas experiencing significant development.
- Policy 3.43 Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with existing historic properties in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow. Apply base zones in a manner that takes historic character and adopted design guidelines into account.

Policy 3.44 Active transportation. Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

Corridors

Corridors, like centers, are areas where Portland will grow and change much over the next 20 years. They are busy, active streets with redevelopment potential. They are close to neighborhoods and are places with transit, stores, housing, and employers. They need to be planned, designed, and improved to be places that benefit and become successful additions to surrounding neighborhoods. The largest places of focused activity and density along these corridors are designated as centers.

There are two types of street corridors:

1. Civic Corridors
2. Neighborhood Corridors

See Figure 3-2 — Corridors.

Policy 3.45 Growth and mobility. Coordinate transportation and land use strategies along corridors to accommodate growth and mobility needs for people of all ages and abilities.

Policy 3.46 Connections. Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.

Policy 3.47 Design. Encourage street design that balances the important transportation functions of corridors with their roles as the setting for commercial activity and residential living.

Policy 3.48 Green infrastructure in corridors. Enhance corridors with distinctive green infrastructure, including landscaped stormwater facilities, extensive tree plantings, and other landscaping that both provide environmental function and contribute to a quality pedestrian environment.

Civic Corridors

Civic Corridors are the city's busiest, widest, and most prominent streets. They provide major connections among centers, the rest of the City, and the region. They support the movement of people and goods across the city, with high levels of traffic and pedestrian activity. Civic Corridors provide opportunities for growth and transit-supportive densities of housing, commerce, and employment. Development in Civic Corridors is intended to be up

to mid-rise in scale, with lower scale generally more appropriate in locations far from the Central City or transit stations. Mid-rise development typically ranges from five to seven stories.

Abundant trees and high-quality landscaping beautify Civic Corridors and offset the impacts of their large paved areas. These corridors exemplify the benefits of green infrastructure by cleaning and soaking up stormwater runoff and minimizing urban heat island effects, while also being enjoyable places to live, work, and gather. Civic corridors are safe for all types of transportation. Civic Corridors policies apply to the roadway, the public realm of the street, and the buildings that line the street.

Policy 3.49 Integrated land use and mobility. Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.

Policy 3.50 Design great places. Improve public streets and sidewalks along Civic Corridors to support the vitality of business districts, create distinctive places, provide a safe, healthy, and attractive pedestrian environment, and contribute to quality living environments for residents.

Policy 3.51 Mobility corridors. Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.

Policy 3.52 Freight. Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

Neighborhood Corridors

Neighborhood Corridors are narrower main streets that connect neighborhoods with each other and to other parts of the city. They have transportation, land use, and design functions that are important at a neighborhood or district level. They support neighborhood business districts and provide housing opportunities close to local services, amenities, and transit lines. They are streets that include a mix of commercial and higher-density housing development. This policy is intended to balance the important transportation functions of Neighborhood Corridors with their roles in supporting the viability of business districts and residential livability.

Policy 3.53 Neighborhood Corridors. Enhance Neighborhood Corridors as important places that support vibrant neighborhood business districts with quality multi-family housing, while providing transportation connections that link neighborhoods.

Transit station areas

Transit stations provide access to high-capacity transit, which currently consists of the region's light rail system, and in the future may also include bus rapid transit. These policies encourage housing and employment growth in transit station areas to maximize people's ability to benefit from the regional connections they provide and to increase transit access to employment. The policies support a range of transit station area types, with differing priorities for growth, depending on the station type and context.

Priority is given to growth in station areas located in centers since they provide more people with opportunities to be close to both transit and to commercial and public services. These stations have the highest potential for mixed use development. Center stations benefit from the concentration of local services and businesses as well as connections to other transit routes typically found on corridors. Mixed-use development with housing is not the priority for all transit station areas; some are locations for employment, or they serve major regional destinations such as the Oregon Zoo. *See Figure 3-4 — Transit Station Areas.*

Policy 3.54 Transit-oriented development. Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations.

Policy 3.55 Community connections. Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities (including bike sharing) to provide safe and accessible connections to key destinations beyond the station area.

Policy 3.56 Transit station area safety. Design transit areas to improve pedestrian, bicycle, and personal safety.

Policy 3.57 Center stations. Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.

Policy 3.58 Employment stations. Encourage concentrations of jobs and employment-focused land uses in and around stations in employment-zoned areas.

Policy 3.59 Transit neighborhood stations. Encourage concentrations of mixed-income residential development and supportive commercial services close to transit neighborhood stations. Transit neighborhood stations serve mixed-use areas that are not in major centers.

Policy 3.60 Destination stations. Enhance connections between major destinations and transit facilities and strengthen the role of these station areas as places of focused activity.

City Greenways

City Greenways are a system of distinctive pedestrian- and bicycle-friendly streets and trails, enhanced by lush tree canopy and landscaped stormwater facilities that support active living by expanding transportation and recreational opportunities and making it easier and more attractive to reach destinations across the city. As Portland continues to grow, the City Greenways system will strengthen connections to nature, weave green elements into neighborhoods, and enhance mobility and recreation.

City Greenways are a network that includes the following types of infrastructure:

1. Enhanced greenway corridors are distinctive streets with extensive tree canopy and landscaped stormwater facilities that provide connections between major centers, schools, parks, natural areas, and the rivers. Enhanced greenway corridors often involve improvements to existing streets, including wide planting strips and other features that provide space for large-canopy trees.
2. Trails are designated routes on land or water that provide public access for recreation or transportation purposes, such as walking and bicycling. They are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.
3. Heritage parkways are iconic streets or segments of streets with elements such as linear parkways, scenic views, and distinctive landscaping or street design.
4. Neighborhood greenways are an extensive network of streets with low volumes of motor vehicle traffic that are prioritized for bicycles and enhance the pedestrian environment, working in conjunction with the rest of the City Greenways system to extend the system into all neighborhoods.

See Figure 3-5 – City Greenways.

Policy 3.61 Connections. Create a network of distinctive and attractive City Greenways that link centers, parks, schools, rivers, natural areas, and other key community destinations.

Policy 3.62 Integrated system. Create an integrated City Greenways system that includes regional trails through natural areas and along Portland’s rivers, connected to neighborhood greenways, and heritage parkways.

Policy 3.63 Multiple benefits. Design City Greenways that provide multiple benefits that contribute to Portland’s pedestrian, bicycle, green infrastructure, and parks and open space systems.

Policy 3.64 Design. Use design options such as distinctive street design, motor vehicle diversion, landscaping, tree plantings, scenic views, and other appropriate design options, to create City Greenways that extend the experience of open spaces and nature into neighborhoods, while improving stormwater management and calming traffic.

Additional policies related to City Greenways are provided in Chapter 9: Transportation.

Urban habitat corridors

Urban habitats are natural and built areas that provide safe, healthy places for resident and migratory fish and wildlife species that live in and move through the city. Maintaining diverse, connected habitat corridors will help fish and wildlife thrive in and adapt to continued human population growth, development, and climate change. Urban habitat corridors also benefit Portlanders by keeping air and water clean and cool, reducing the risks from landslides and flooding, and providing places for people to play, learn, and experience nature.

Urban habitats encompass the city's most valuable and distinctive natural features – the Willamette and Columbia Rivers, streams and sloughs, wetlands, and large forested areas, such as Tryon Creek State Park, Forest Park and the West Hills, Willamette Bluff, and the East Buttes. Other urban habitats are woven throughout the built environment and include street and yard trees, backyard plantings, parks, and bridges that provide opportunities for bird nesting. Enhancing or establishing new urban habitat corridors will involve preserving and restoring existing natural features, creating vegetated connections between tree canopy and greenspaces, and incorporating nature into the design of buildings and landscaping, streetscapes, parking lots, and infrastructure.

These policies support plans, regulations, and investments to restore and reconnect habitat in diverse areas within the city.

See Figure 3-6 – Urban Habitat Corridors.

Policy 3.65 Urban habitat corridors. Establish a system of connected, well-functioning, and diverse habitat corridors that link habitats in Portland and the region, facilitate safe fish and wildlife access and movement through and between habitat areas, enhance the quality and connectivity of existing habitat corridors, and establish new habitat corridors in developed areas.

Policy 3.66 Habitat connection tools. Improve habitat corridors using a mix of tools including natural resource protection, property acquisition, natural resource restoration, tree planting and landscaping with native plants, and ecological design integrated with new development.

Policy 3.67 Connect habitat corridors. Ensure that planned connections between habitat corridors, greenways, and trails are located and designed to support the functions of each element, and create positive interrelationships between the elements, while also protecting habitat functions, fish, and wildlife.

Additional policies related to habitat corridors are provided in Chapter 7: Watershed Health and the Environment.

Employment areas

Portland is a major employment center in the region and the state. The diversity of the economy is spread evenly among four types of business sectors that thrive in different parts of the city: industrial, office, institutional, and retail/service. The city's employment geographies are:

Central City: The Central City is the region's high-density employment center. It is primarily an office district for professional and business services, finance, information, software, and government. It is also a key location for the entertainment, small industry, and education sectors.

Industrial Districts: Industrial districts are in the low, flat areas along Portland Harbor and the Columbia Corridor, Oregon's freight infrastructure hub. Manufacturing and distribution sectors concentrate here. They typically need one-story buildings, medium to large sites, and locations buffered from housing. There is also an industrial district in the Central Eastside and smaller industrial areas scattered around the city, mostly adjacent to major transportation hubs.

Neighborhood Commercial: Neighborhood Commercial areas are mainly home to the retail, personal service, and related sectors that serve customers on-site. These businesses locate amid their market areas, lining corridors across the city. They generally need ground-floor space along pedestrian or auto-oriented streets.

Campus Institutions: Institutions in the health care and education sectors are concentrated in large hospital and college campuses and dispersed smaller facilities. Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. They are located throughout the city, often in or adjacent to residential areas.

Each of these sectors is growing, and each has different land use needs and offers different prosperity benefits. Traded sector (export) businesses bring income and jobs into the region and are mainly in the industrial and office sectors. Middle-wage jobs that require less college education and offer upward mobility are concentrated in the industrial sectors. Office jobs offer a wide variety of wages and are mainly concentrated in the Central City but are also distributed in neighborhood business districts.

Retail and service sector jobs are concentrated in the Central City and neighborhood business districts. They provide needed services to residents and include many locally-owned businesses; they do not typically offer higher-paying employment opportunities. The health care and education sectors are the leading job growth opportunities, most of which are located on major campuses. Healthcare is one of the city's fastest growing employment sectors.

Regional Truck Corridors: Maintaining the primary truck routes into and through the city supports Portland's role as an important West Coast hub and a gateway for international and domestic trade. These streets are integral to the growth of traded sector businesses such as manufacturing, warehousing and distribution industries.

See Figure 3-7 – Employment Areas.

Policy 3.68 Employment area geographies. Consider the land development and transportation needs of Portland's employment geographies when creating and amending land use plans and making infrastructure investments.

Policy 3.69 Regional Truck Corridors. Enhance designated streets to accommodate forecast freight growth and support intensified industrial use in nearby freight districts. *See Figure 3-7 – Employment Areas.* Designated regional truckways and priority truck streets (Transportation System Plan classifications are shown to illustrate this network).

Policies for each of the employment areas are provided in Chapter 4: Economic Development. Policies related to the design of the Central City are provided in the Centers section of this chapter. Policies related to industrial areas are provided in Chapter 4: Economic Development, with some river-related policies located in the Rivers Pattern Area section of this chapter.

Policies related to the design of neighborhood commercial areas are provided in the Centers and Corridors sections of this chapter and in the Pattern Areas section of this chapter. Policies related to freight are provided in Chapter 4: Economic Development and in Chapter 9: Transportation.

Pattern Areas

Portland has five distinct Pattern Areas. The development patterns and characteristics of these areas are influenced by the natural landscape and how and when these parts of the city were developed.

1. Rivers
2. Central City
3. Inner Neighborhoods
4. Western Neighborhoods
5. Eastern Neighborhoods

Each Pattern Area has unique physical, social, cultural, and environmental qualities that differentiate them and create their sense of place. To maintain and enhance the positive qualities and sense of place in each pattern area, it is desirable to have policies and regulations that respond to each area's unique natural and built assets.

The following policies identify key positive characteristics of each of Portland's Pattern Areas that are relevant to decisions related to future development in these areas. Area and neighborhood plans should be consulted for more detailed guidance on design priorities in different parts of the city.

Rivers Pattern Area

Human settlement began along and at the confluence of the Willamette and Columbia rivers because it offered Native Americans plentiful food, natural resources, and critically-important trade and transportation opportunities. After white immigrants began moving to the area, the settlement grew into the city of Portland. As the city's initial form-giving features, the two rivers have continued to shape the city.

Today, the Willamette and Columbia rivers continue to serve multiple functions and roles.

The rivers:

- Are features of significant historic and cultural significance to Native American tribes and others throughout the region.
- Serve as essential industrial transportation corridors that support the local and regional economy.
- Support recreational, subsistence, and commercial fisheries.
- Provide important habitat for resident and migratory fish and wildlife.
- Are important scenic, recreational, and transportation amenities for Portlanders and visitors.

See Figure 3-8 – Pattern Areas.

These policies foster development and land stewardship approaches that recognize, support, and balance the varied systems, uses, and activities along the Columbia and Willamette rivers, including: the Portland Harbor, Columbia Corridor, and other prime industrial lands; habitat areas and corridors; distinctive riverfront neighborhoods along the banks; and access to, along, and within the rivers.

Policy 3.70 Historic and multi-cultural significance. Recognize, restore, and protect the historic and multi-cultural significance of the Willamette and Columbia Rivers, including current activities such as subsistence fishing of legally-permitted fish species.

Policy 3.71 River transportation. Recognize and enhance the roles of the Willamette and Columbia rivers as part of Portland's historic, current, and future

transportation infrastructure, including for freight, commerce, commuting, and other public and private transportation functions.

- Policy 3.72 Recreation.** Improve conditions along and within the Willamette and Columbia rivers to accommodate a diverse mix of recreational users and activities. Designate and invest in strategically-located sites along the length of Portland’s riverfronts for passive or active recreation activities that are compatible with nearby land uses, historically and culturally important sites, significant habitat areas, restoration sites, and native fish and wildlife usage.
- Policy 3.73 Industry and port facilities.** Enhance the regionally significant economic infrastructure that includes Oregon’s largest seaport and largest airport, unique multimodal freight, rail, and harbor access; the region’s critical energy hub; and proximity to anchor manufacturing and distribution facilities.
- Policy 3.74 Habitat.** Enhance the roles of the Willamette and Columbia rivers and their confluence as an ecological hub that provides locally and regionally significant habitat for fish and wildlife and habitat restoration opportunities.
- Policy 3.75 Commercial activities.** Enhance the roles of the Willamette and Columbia rivers in supporting local and regional business and commerce, including commercial fishing, tourism, recreation, and leisure.
- Policy 3.76 River neighborhoods.** Enhance the strong river orientation of residential areas that are located along the Willamette and Columbia Rivers.
- Policy 3.77 River access.** Enhance and complete Portland’s system of river access points and riverside trails, including the Willamette Greenway Trail, and strengthen active transportation connections between neighborhoods and the rivers.
- Policy 3.78 River management and coordination.** Coordinate with federal, state, regional, special districts, and other agencies to address issues of mutual interest and concern, including economic development, recreation, water transportation, flood and floodplain management and protection, regulatory compliance, permitting, emergency management, endangered species recovery, climate change preparation, Portland Harbor Superfund, brownfield cleanup, and habitat restoration.
- Policy 3.79 Columbia River.** Enhance the role of the Columbia River for river dependent industry, fish and wildlife habitat, subsistence and commercial fisheries, floating- and land-based neighborhoods, recreational uses, and water transportation.

- Policy 3.80** **Willamette River North Reach.** Enhance the role of the Willamette River North Reach for river dependent industry, fish and wildlife habitat, and as an amenity for riverfront neighborhoods and recreational users.
- Policy 3.81** **Willamette River Central Reach.** Enhance the role of the Willamette River Central Reach as the Central City and region’s primary riverfront destination for recreation, history and culture, emergency response, water transportation, and as habitat for fish and wildlife.
- Policy 3.82** **Willamette River South Reach.** Enhance the role of the Willamette River South Reach as fish and wildlife habitat, a place to recreate, and as an amenity for riverfront neighborhoods and others.
- Policy 3.83** **Willamette River Greenway.** Maintain multi-objective plans and regulations to guide development, infrastructure investments, and natural resource protection and enhancement within and along the Willamette Greenway. *See Figure 3-9 — Willamette Greenway Boundaries.*

Additional policies related to these topics can be found in Chapter 6: Economic Development, Chapter 7: Watershed Health and the Environment, and Chapter 4: Design and Development.

Central City Pattern Area

The Central City is home to Portland’s greatest concentrations of employment, and civic, cultural, and higher education institutions. Primary natural features include the Willamette River, large street trees, green streets and landscaping, and corridors of park blocks that further weave nature into the Central City. The area’s high-density mixed-use neighborhoods contribute to the distinct identities of different areas within the Central City. These policies highlight some key design priorities for the Central City related to its distinctive urban form. These policies encourage design in the Central City that enhances its role as the region’s center of innovation and exchange, in recognition that a healthy city must have a healthy core.

Additional policies related to the design of the Central City are provided in the Centers section of this chapter.

- Policy 3.84** **Central City districts.** Enhance the distinct identities of the Central City's districts.
- Policy 3.85** **Central City river orientation.** Enhance and strengthen access and orientation to the Willamette River in the Central City and increase river-focused activities.
- Policy 3.86** **Central City pedestrian system.** Maintain and expand the Central City’s highly interconnected pedestrian system.

Policy 3.87 Central City bicycle system. Expand and improve the Central City's bicycle system.

Inner Neighborhoods Pattern Area

The Inner Neighborhoods were developed and shaped during the Streetcar Era of the late 19th and early 20th centuries. The Inner Neighborhoods are characterized by a regular pattern of neighborhood business districts located along former streetcar streets interspersed with residential areas. This Pattern Area has a small block pattern with an interconnected street grid that make transit, walking, and bicycling attractive options. Within this Pattern Area is an inner ring of neighborhoods that provide important opportunities for additional housing close to the Central City, but where future growth should be integrated into the existing and historic context. *See the Inner Ring Districts section in this chapter.* These policies express the overall design approach in Inner Neighborhoods.

Policy 3.88 Inner Neighborhoods main streets. Maintain and enhance the Streetcar Era pattern of street-oriented buildings along Civic and Neighborhood corridors.

Policy 3.89 Inner Neighborhoods street patterns. Preserve the area's urban fabric of compact blocks and its highly interconnected grid of streets.

Policy 3.90 Inner Neighborhoods infill. Fill gaps in the urban fabric through infill development on vacant and underutilized sites and in the reuse of historic buildings on adopted inventories.

Policy 3.91 Inner Neighborhoods active transportation. Use the extensive street, sidewalk, and bikeway system and multiple connections to the Central City as a key part of Portland's active transportation system

Policy 3.92 Inner Neighborhoods residential areas. Continue the patterns of small, connected blocks, regular lot patterns, and streets lined by planting strips and street trees in Inner Neighborhood residential areas.

Eastern Neighborhoods Pattern Area

Portland's Eastern Neighborhoods feature a diverse range of urban and natural landscapes. Many structures in the Eastern Neighborhoods, which also include parts of Brentwood-Darlington and Cully, were developed after World War II. In addition, most of this area was annexed into the City of Portland after the 1980 Comprehensive Plan was completed. The policies for the Eastern Neighborhoods promote design that responds to and enhances the area's distinctive mix of urban patterns and natural features, such as groves of Douglas firs, the East Buttes, and streams. Some policies address the opportunities and challenges presented by the area's large blocks, deep lots, gaps in pedestrian and bicycle connectivity, and wide street corridors.

The Eastern Neighborhoods provide opportunities for new and distinctive approaches to the design of development and infrastructure that can enhance the area's positive characteristics and improve quality of life. It is important to continue the area's verdant character and provide a more livable environment, while reducing disparities and increasing access to services.

- Policy 3.93 Eastern Neighborhoods street, block, and lot pattern.** Guide the evolving street and block system in the Eastern Neighborhoods in ways that build on positive aspects of the area's large blocks, such as opportunities to continue mid-block open space patterns and create new connections through blocks that make it easier to access community destinations.
- Policy 3.94 Eastern Neighborhoods site development.** Require that land be aggregated into larger sites before land divisions and other redevelopment occurs. Require site plans which advance design and street connectivity goals.
- Policy 3.95 Eastern Neighborhoods trees and natural features.** Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves, and that protects the area's streams, forests, wetlands, steep slopes, and buttes.
- Policy 3.96 Eastern Neighborhoods buttes.** Enhance public views of the area's skyline of buttes and stands of tall Douglas fir trees.
- Policy 3.97 Eastern Neighborhoods corridor landscaping.** Encourage landscaped building setbacks along residential corridors on major streets.
- Policy 3.98 Eastern Neighborhoods active transportation.** Enhance access to centers, employment areas, and other community destinations in Eastern Neighborhoods by ensuring that corridors have safe and accessible pedestrian and bicycle facilities and creating additional secondary connections that provide low-stress pedestrian and bicycle access.

Western Neighborhoods Pattern Area

The Western Neighborhoods have been shaped by their location within the terrain of Portland's west hills. Much of this area was developed after World War II. These policies encourage design that responds to the area's prominent characteristics, such as its hilly topography, streams, ravines, and forested slopes, while cultivating a built environment that expands mobility and accessibility for all people. These design approaches are intended to apply to a range of development types and locations.

- Policy 3.99 Western Neighborhoods village character.** Enhance the village character of the Western Neighborhoods' small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.

URBAN FORM

- Policy 3.100 Western Neighborhoods active transportation.** Provide safe and accessible pedestrian and bicycle connections, as well as off-street trail connections, to and from residential neighborhoods.
- Policy 3.101 Western Neighborhoods development.** Encourage new development and infrastructure to be designed to minimize impacts on the area's streams, ravines, and forested slopes.
- Policy 3.102 Western Neighborhoods habitat corridors.** Preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy.
- Policy 3.103 Western Neighborhoods trails.** Develop pedestrian-oriented connections and enhance the Western Neighborhoods' distinctive system of trails to increase safety, expand mobility, access to nature, and active living opportunities in the area.

Figure 3-1. Urban Design Framework

Locations shown on the diagram are not exact boundaries. Detailed boundaries for centers, corridors, habitat areas, and all other items shown on the map will be defined in supporting plans or through future planning projects.

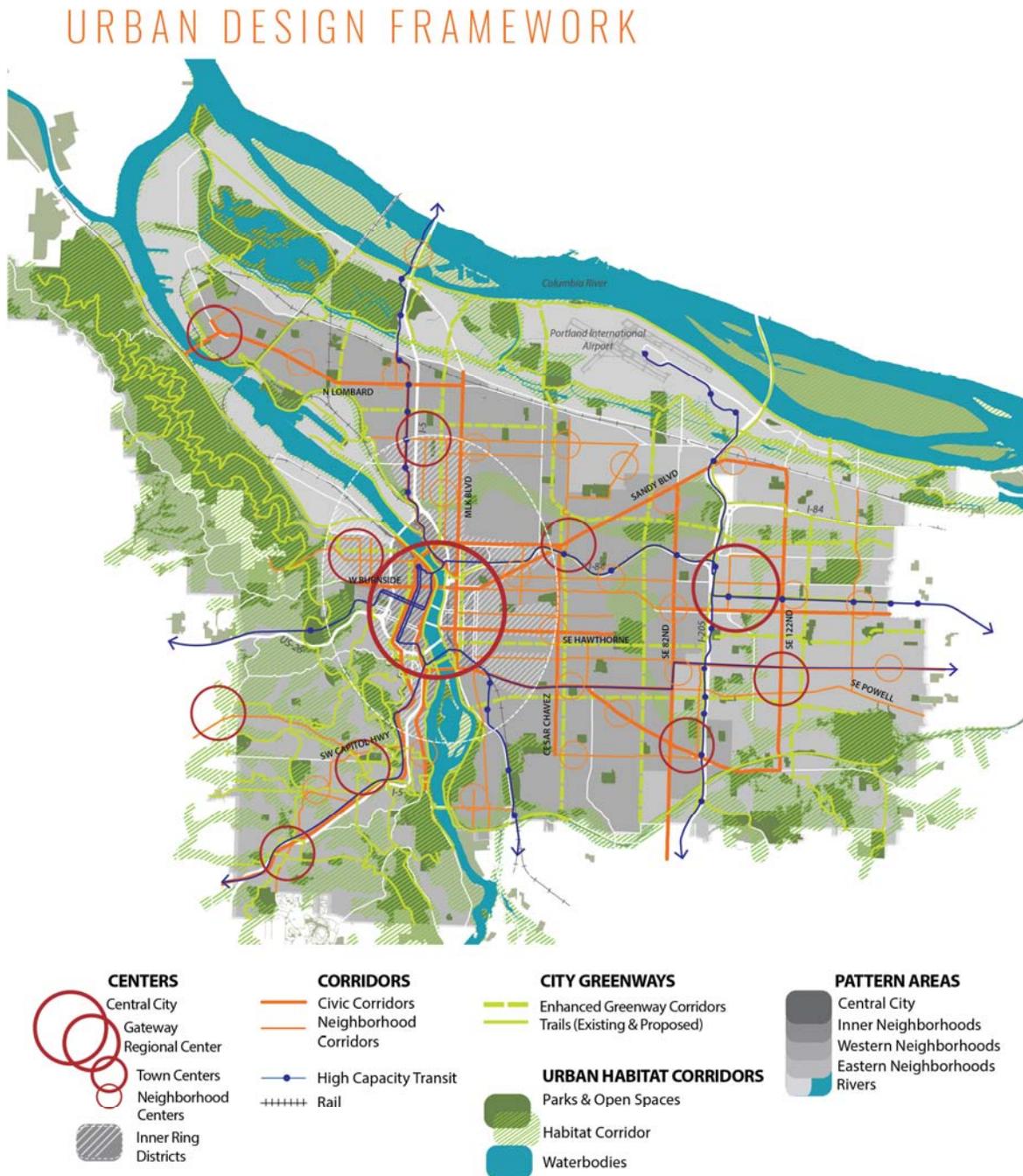


Figure 3-2. Corridors



Figure 3-3. Centers

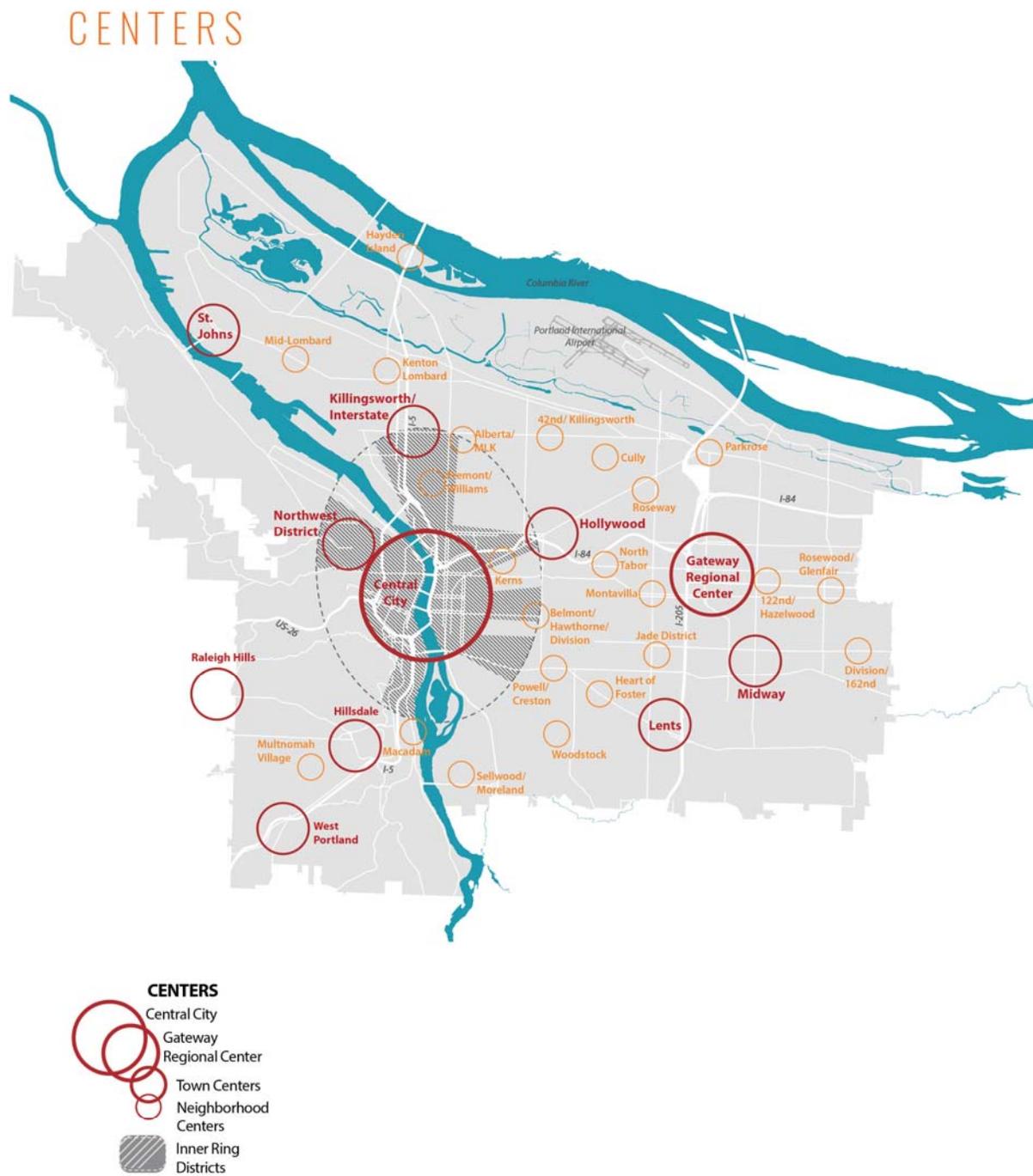


Figure 3-4. Transit Station Areas

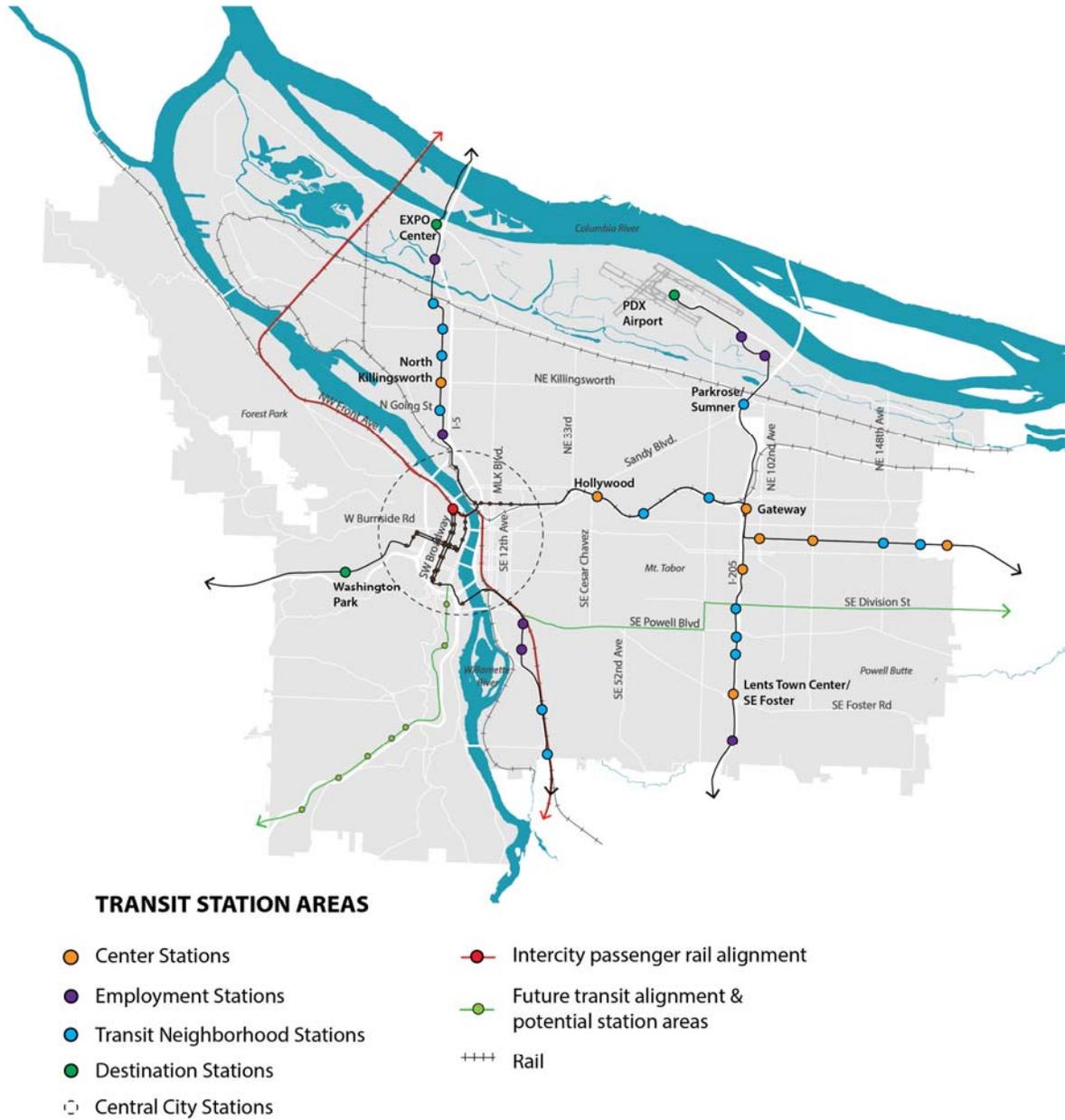


Figure 3-5. City Greenways

CITY GREENWAYS



CITY GREENWAYS

- Trails (Existing & Proposed)
- - - - - Enhanced Greenway Corridors
- Heritage Parkways
- Parks & Open Spaces

Figure 3-6. Urban Habitat Corridors



URBAN HABITAT CORRIDORS

-  Existing / Enhanced Habitat Corridor
-  Future / Potential Habitat Corridor
-  Parks & Open Space
-  Waterbodies
-  Elevation over 300'

Figure 3-7. Employment Areas

EMPLOYMENT AREAS

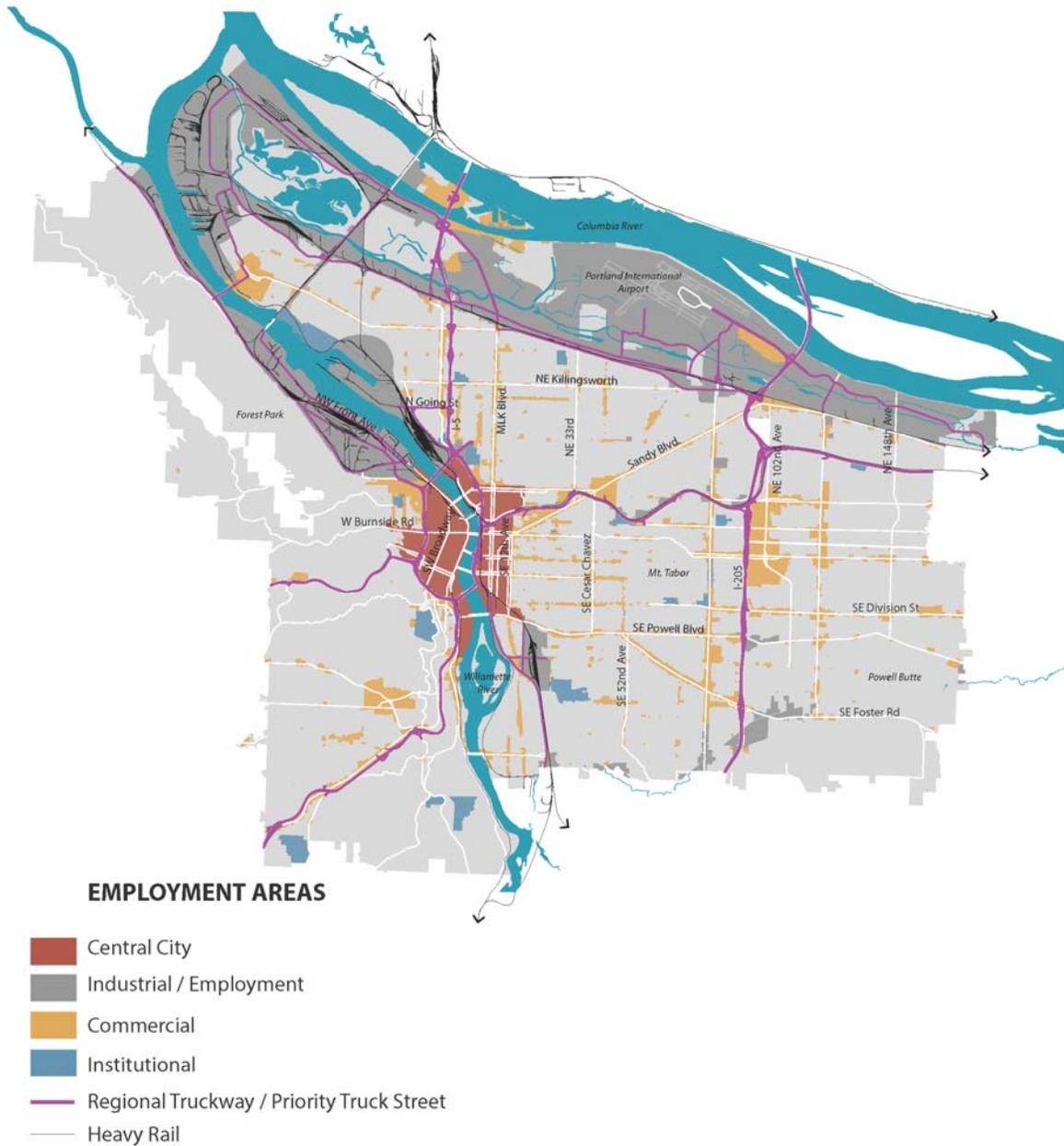


Figure 3-8. Pattern Areas

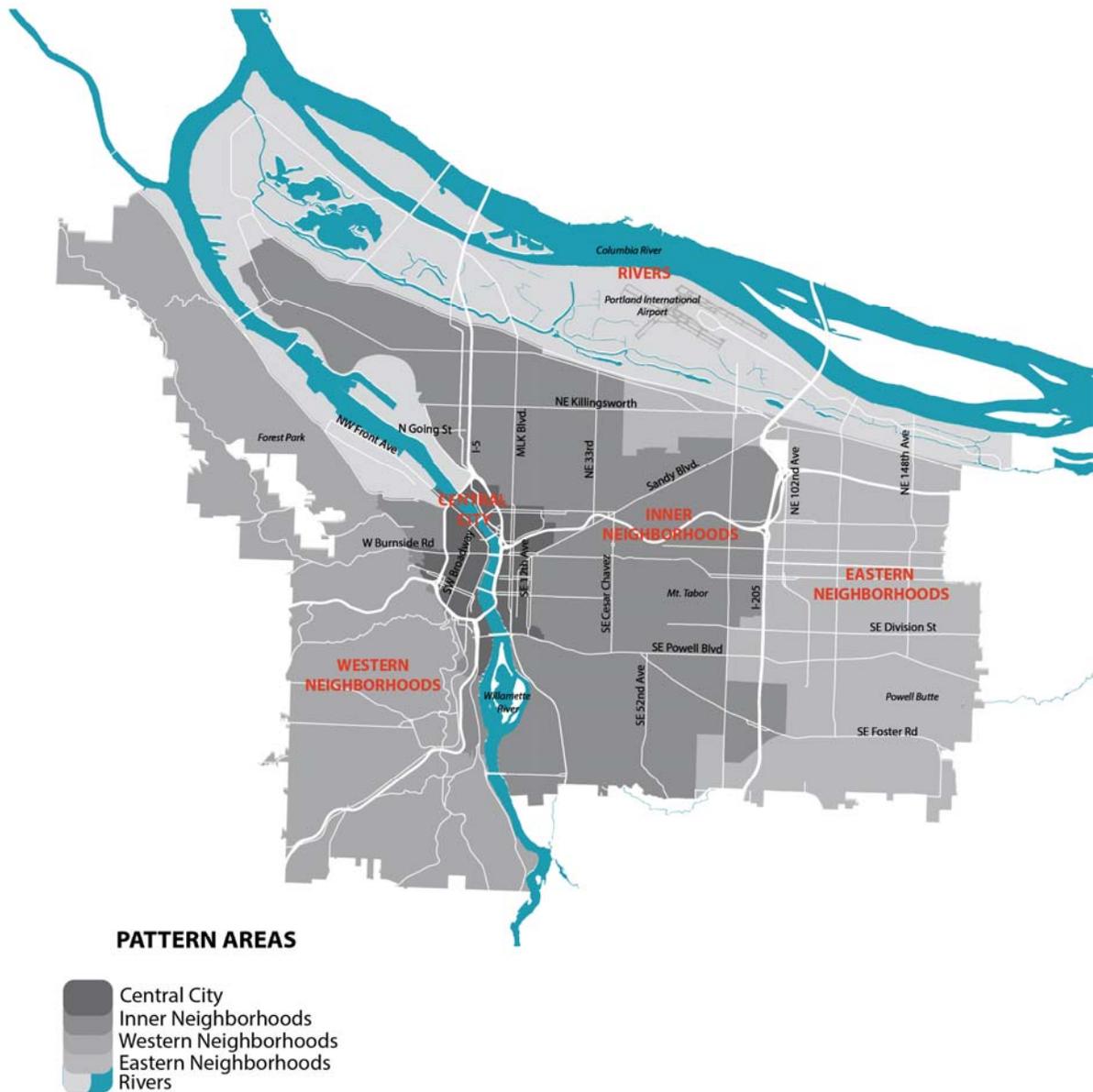
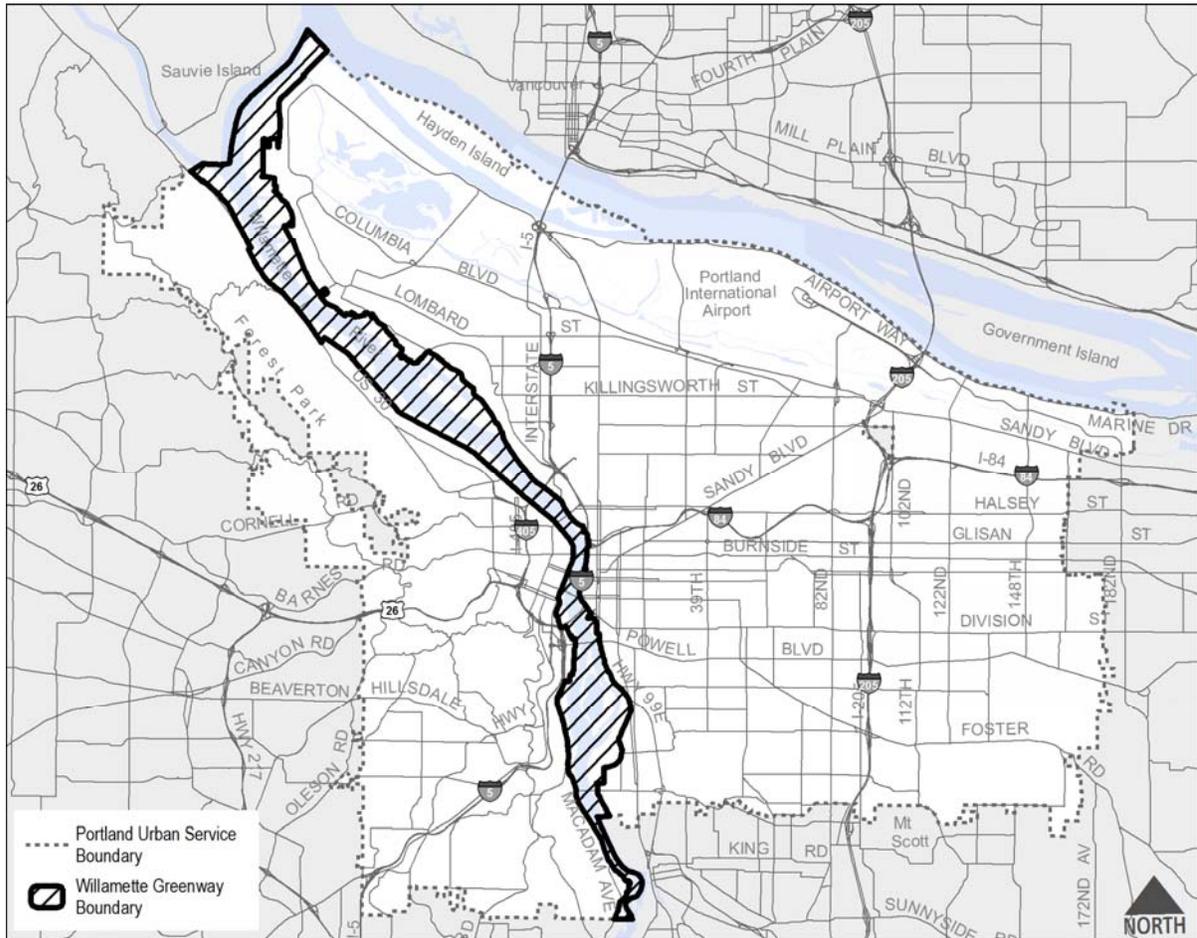


Figure 3-9. Willamette Greenway Boundaries



Chapter 4: Design and Development

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Encourage building and site design that promotes human and environmental health, public safety, and responds to local context.
- Promote strong links among building and site design, streets, and the public realm.
- Guide historic and cultural resource and scenic view preservation.
- Encourage the integration of nature into the built environment.
- Reduce carbon emissions and promote energy- and resource-efficient neighborhoods and buildings.

Why is this important?

Development and design shapes how Portland looks and functions. Past development, in combination with the natural landscape, has shaped how people experience the city. Future development, and the treatment of built and natural heritage, has the potential to create a better, healthier, more efficient, and more pleasant Portland. New development and redevelopment can promote vibrant, accessible urban places for people of all ages, abilities, and backgrounds, while also enhancing natural resources, protecting health and safety, and promoting resilience.

As a growing city, Portland faces design and development challenges as well as opportunities. The policies in this chapter encourage development that respects context, preserves historic and cultural resources, reduces carbon emissions, improves resource efficiency, minimizes risk from natural hazards, limits impacts to wildlife and natural systems, and integrates nature into the urban environment.

Table of Contents

Goals

Goal 4.A	Context-sensitive design and development
Goal 4.B	Historic and cultural resources
Goal 4.C	Human and environmental health
Goal 4.D	Urban resilience

Policies

Context

Policy 4.1	Pattern areas
Policy 4.2	Community identity
Policy 4.3	Site and context
Policy 4.4	Natural features and green infrastructure
Policy 4.5	Pedestrian-oriented design
Policy 4.6	Street orientation
Policy 4.7	Development and public spaces
Policy 4.8	Alleys
Policy 4.9	Transitional urbanism

Health and safety

Policy 4.10	Design for active living
Policy 4.11	Access to light and air
Policy 4.12	Privacy and solar access
Policy 4.13	Crime-preventive design
Policy 4.14	Fire prevention and safety

Residential areas

Policy 4.15	Residential area continuity and adaptability
Policy 4.16	Scale and patterns
Policy 4.17	Demolitions
Policy 4.18	Compact single-family options
Policy 4.19	Resource efficient and healthy residential design and development

Design and development of centers and corridors

Policy 4.20	Walkable scale
Policy 4.21	Street environment
Policy 4.22	Relationship between building height and street size
Policy 4.23	Design for pedestrian and bicycle access
Policy 4.24	Drive-through facilities
Policy 4.25	Residential uses on busy streets
Policy 4.26	Active gathering spaces

- Policy 4.27 Protect defining features
- Policy 4.28 Historic buildings in centers and corridors
- Policy 4.29 Public art

Transitions

- Policy 4.30 Scale transitions
- Policy 4.31 Land use transitions
- Policy 4.32 Industrial edge

Off-site impacts

- Policy 4.33 Off-site impacts
- Policy 4.34 Auto-oriented facilities, uses, and exterior displays
- Policy 4.35 Noise impacts
- Policy 4.36 Air quality impacts
- Policy 4.37 Diesel emissions
- Policy 4.38 Light pollution
- Policy 4.39 Airport noise
- Policy 4.40 Telecommunication facility impacts

Scenic resources

- Policy 4.41 Scenic resources
- Policy 4.42 Scenic resource protection
- Policy 4.43 Vegetation management
- Policy 4.44 Building placement, height, and massing
- Policy 4.45 Future development

Historic and cultural resources

- Policy 4.46 Historic and cultural resource protection
- Policy 4.47 State and federal historic resource support
- Policy 4.48 Continuity with established patterns
- Policy 4.49 Resolution of conflicts in historic districts
- Policy 4.50 Demolition
- Policy 4.51 City-owned historic resources
- Policy 4.52 Historic Resources Inventory
- Policy 4.53 Preservation equity
- Policy 4.54 Cultural diversity
- Policy 4.55 Cultural and social significance
- Policy 4.56 Community structures
- Policy 4.57 Economic viability
- Policy 4.58 Archeological resources

Public art

- Policy 4.59 Public art and development

DESIGN AND DEVELOPMENT

Resource-efficient design and development

- Policy 4.60 Rehabilitation and adaptive reuse
- Policy 4.61 Compact housing
- Policy 4.62 Seismic and energy retrofits
- Policy 4.63 Life cycle efficiency
- Policy 4.64 Deconstruction
- Policy 4.65 Materials and practices
- Policy 4.66 Water use efficiency
- Policy 4.67 Optimizing benefits
- Policy 4.68 Energy efficiency
- Policy 4.69 Reduce carbon emissions
- Policy 4.70 District energy systems
- Policy 4.71 Ecodistricts
- Policy 4.72 Energy-producing development

Designing with nature

- Policy 4.73 Design with nature
- Policy 4.74 Flexible development options
- Policy 4.75 Low-impact development and best practices
- Policy 4.76 Impervious surfaces
- Policy 4.77 Hazards to wildlife
- Policy 4.78 Access to nature

Hazard-resilient design

- Policy 4.79 Natural hazards and climate change risks and impacts
- Policy 4.80 Geological hazards
- Policy 4.81 Disaster-resilient development
- Policy 4.82 Portland Harbor facilities
- Policy 4.83 Urban heat islands
- Policy 4.84 Planning and disaster recovery

Healthy food

- Policy 4.85 Grocery stores in centers
- Policy 4.86 Neighborhood food access
- Policy 4.87 Growing food
- Policy 4.88 Access to community gardens

Goals

Goal 4.A: Context-sensitive design and development

New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

Goal 4.B: Historic and cultural resources

Historic and cultural resources are identified, protected, and rehabilitated as integral parts of an urban environment that continues to evolve.

Goal 4.C: Human and environmental health

Neighborhoods and development are efficiently designed and built to enhance human and environmental health: they protect safety and livability; support local access to healthy food; limit negative impacts on water, hydrology, and air quality; reduce carbon emissions; encourage active and sustainable design; protect wildlife; address urban heat islands; and integrate nature and the built environment.

Goal 4.D: Urban resilience

Buildings, streets, and open spaces are designed to ensure long-term resilience and to adjust to changing demographics, climate, and economy, and withstand and recover from natural disasters.

Policies

Context

Portland's neighborhoods have distinct characteristics and street environments that provide a sense of place and that are a setting for public life. The following policies guide building and site design to respond to positive characteristics of their context and promote accessible and attractive public environments. They also support designing development to contribute to the quality of the public realm of streets and other open spaces, and encourage the integration of natural elements into the built environment.

- Policy 4.1** **Pattern areas.** Encourage building and site designs that respect the unique built natural, historic, and cultural characteristics of Portland's five pattern areas described in Chapter 3: Urban Form.
- Policy 4.2** **Community identity.** Encourage the development of character-giving design features that are responsive to place and the cultures of communities.
- Policy 4.3** **Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.

DESIGN AND DEVELOPMENT

- Policy 4.4** **Natural features and green infrastructure.** Integrate natural and green infrastructure such as trees, green spaces, ecoroofs, gardens, green walls, and vegetated stormwater management systems, into the urban environment. Encourage stormwater facilities that are designed to be a functional and attractive element of public spaces, especially in centers and corridors.
- Policy 4.5** **Pedestrian-oriented design.** Enhance the pedestrian experience throughout Portland through public and private development that creates accessible, safe, and attractive places for all those who walk and/or use wheelchairs or other mobility devices.
- Policy 4.6** **Street orientation.** Promote building and site designs that enhance the pedestrian experience with windows, entrances, pathways, and other features that provide connections to the street environment.
- Policy 4.7** **Development and public spaces.** Guide development to help create high-quality public places and street environments while considering the role of adjacent development in framing, shaping, and activating the public space of streets and urban parks.
- Policy 4.8** **Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units.
- Policy 4.9** **Transitional urbanism.** Encourage temporary activities and structures in places that are transitioning to urban areas to promote job creation, entrepreneurship, active streets, and human interaction.

Health and safety

The design of buildings, site layout, and other development choices can affect the safety, health, and quality of life. The following policies guide building and site design to protect the health and livability of building users and neighbors, including minimizing risks of crime and fire. *Related policies specific to residential development are located in Chapter 5: Housing.*

- Policy 4.10** **Design for active living.** Encourage development and building and site design that promotes a healthy level of physical activity in daily life.
- Policy 4.11** **Access to light and air.** Provide for public access to light and air by managing and shaping the height and mass of buildings while accommodating urban-scale development.

- Policy 4.12 Privacy and solar access.** Encourage building and site designs that consider privacy and solar access for residents and neighbors while accommodating urban-scale development.
- Policy 4.13 Crime-preventive design.** Encourage building, site, and public infrastructure design approaches that help prevent crime.
- Policy 4.14 Fire prevention and safety.** Encourage building and site design that improves fire prevention, safety, and reduces seismic risks.

Residential areas

Even in relatively stable lower-density residentially-zoned areas, there will be development and change. These policies encourage design and development that provides continuity with existing development patterns in lower-density residentially-zoned areas outside of centers and corridors. They also support these areas' continuing evolution as places that provide additional housing opportunities to meet the diverse needs of Portlanders but that will not be places of major change in urban form and scale.

- Policy 4.15 Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.
- Policy 4.16 Scale and patterns.** Encourage design and development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow for a range of architectural styles and expression.
- Policy 4.17 Demolitions.** Encourage alternatives to the demolition of sound housing, such as rehabilitation and adaptive reuse, especially affordable housing, and when new development would provide no additional housing opportunities beyond replacement.
- Policy 4.18 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.
- Policy 4.19 Resource efficient and healthy residential design and development.** Support resource efficient and healthy residential design and development. *See other related policies later in this chapter and in Chapter 5: Housing.*

Design and development of centers and corridors

Centers and corridors are places where large numbers of people live, work, and visit. Careful attention to the design of centers and corridors is necessary to ensure that they become places where people want to live and gather, and where getting around by walking, biking, or wheelchair is an attractive choice. These policies also encourage the development of centers as places that reflect the character and cultures of the surrounding neighborhoods.

- Policy 4.20 Walkable scale.** Focus services and higher-density housing in the core of centers to support a critical mass of demand for commercial services and more walkable access for customers.
- Policy 4.21 Street environment.** Encourage development in centers and corridors to include amenities that create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather.
- Policy 4.22 Relationship between building height and street size.** Encourage development in centers and corridors that is responsive to street space width, thus allowing taller buildings on wider streets.
- Policy 4.23 Design for pedestrian and bicycle access.** Provide accessible sidewalks, high-quality bicycle access, and frequent street connections and crossings in centers and corridors.
- Policy 4.24 Drive-through facilities.** Prohibit drive through facilities in the Central City, and limit new development of new ones in the Inner Ring Districts and centers in order to support a pedestrian-oriented environment.
- Policy 4.25 Residential uses on busy streets.** Improve the livability of places and streets with high motor vehicle volumes. Encourage landscaped front setbacks, street trees, and other design approaches to buffer residents from street traffic.
- Policy 4.26 Active gathering places.** Locate public squares, plazas, and other gathering places in centers and corridors to provide places for community activity and social connections. Encourage location of businesses, services, and arts adjacent to these spaces that relate to and promote the use of the space.
- Policy 4.27 Protect defining features.** Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources, through application of zoning, incentive programs, and regulatory tools.
- Policy 4.28 Historic buildings in centers and corridors.** Identify, protect, and encourage the use and rehabilitation of historic resources in centers and corridors.

Policy 4.29 Public art. Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods.

Transitions

These policies address transitions between areas of differing types of activity and scale of development, such as where centers and corridors interface with adjacent lower-intensity residential zones.

Policy 4.30 Scale transitions. Create transitions in building scale in locations where higher-density and higher-intensity development is adjacent to smaller-scale single-dwelling zoning. Ensure that new high-density and large-scale infill development adjacent to single dwelling zones incorporates design elements that soften transitions in scale and limit light and privacy impacts on adjacent residents.

Policy 4.31 Land use transitions. Improve the interface between non-residential uses and residential uses in areas where commercial or employment uses are adjacent to residentially-zoned land.

Policy 4.32 Industrial edge. Protect non-industrially zoned parcels from the adverse impacts of facilities and uses on industrially zoned parcels through the use of a variety of tools, including but not limited to vegetation, physical separation, land acquisition, and insulation to establish buffers between industrial sanctuaries and adjacent residential or mixed use areas to protect both the viability of long-term industrial operations and the livability of adjacent areas.

Off-site impacts

These policies address the consideration and mitigation of off-site impacts from uses and development.

Policy 4.33 Off-site impacts. Limit and mitigate public health impacts, such as odor, noise, glare, light pollution, air pollutants, and vibration that public facilities, land uses, or development may have on adjacent residential or institutional uses, and on significant fish and wildlife habitat areas. Pay particular attention to limiting and mitigating impacts to under-served and under-represented communities.

Policy 4.34 Auto-oriented facilities, uses, and exterior displays. Minimize the adverse impacts of highways, auto-oriented uses, vehicle areas, drive-through areas, signage, and exterior display and storage areas on adjacent residential uses.

DESIGN AND DEVELOPMENT

- Policy 4.35** **Noise impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional truckways, major city traffic streets, and other sources of noise.
- Policy 4.36** **Air quality impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative air quality impacts to building users and residents, particularly in areas near freeways, regional truckways, high traffic streets, and other sources of air pollution.
- Policy 4.37** **Diesel emissions.** Encourage best practices to reduce diesel emissions and related impacts when considering land use and public facilities that will increase truck or train traffic. Advocate for state legislation to accelerate replacement of older diesel engines.
- Policy 4.38** **Light pollution.** Encourage lighting design and practices that reduce the negative impacts of light pollution, including sky glow, glare, energy waste, impacts to public health and safety, disruption of ecosystems, and hazards to wildlife.
- Policy 4.39** **Airport noise.** Partner with the Port of Portland to require compatible land use designations and development within the noise-affected area of Portland International Airport, while providing disclosure of the level of aircraft noise and mitigating the potential impact of noise within the affected area.
- Policy 4.40** **Telecommunication facility impacts.** Mitigate the visual impact of telecommunications and broadcast facilities near residentially-zoned areas through physical design solutions.

Additional policies about environmental quality are found in Chapter 7: Environment and Watershed Health.

Scenic resources

Portland's signature views of Mt. Hood and other mountain peaks, bridges, and rivers are important to the city's identity. These views strengthen connections to the local and regional landscape. The policies below encourage the recognition, enhancement, and protection of public views and significant scenic resources, as designated in the Scenic Resources Inventory and Protection Plans.

- Policy 4.41** **Scenic resources.** Enhance and celebrate Portland's scenic resources to reinforce local identity, histories, and cultures and contribute toward way-finding throughout the city. Consider views of mountains, hills, buttes, rivers, streams, wetlands, parks, bridges, the Central City skyline, buildings, roads, art, landmarks, or other elements valued for their aesthetic appearance or symbolism.

- Policy 4.42 Scenic resource protection.** Protect and manage designated significant scenic resources by maintaining scenic resource inventories, protection plans, regulations, and other tools.
- Policy 4.43 Vegetation management.** Maintain regulations and other tools for managing vegetation in a manner that preserves or enhances designated significant scenic resources.
- Policy 4.44 Building placement, height, and massing.** Maintain regulations and other tools related to building placement, height, and massing in order to preserve designated significant scenic resources.
- Policy 4.45 Future development.** Encourage new public and private development to create new public viewpoints providing views of Portland’s rivers, bridges, surrounding mountains, hills and buttes, the Central City skyline, and other landmark features.

Historic and cultural resources

Portland has several thousand designated historic resources, including landmarks and historic and conservation districts. These special places help create a sense of place, contribute to neighborhood character, and recognize Portland’s history. More than half of Portland’s buildings are over 50 years old, creating a vast pool of potentially significant properties that may be designated in the future. These policies support the identification, protection, and rehabilitation of historic and culturally significant resources in a city that continues to grow and change.

- Policy 4.46 Historic and cultural resource protection.** Within statutory requirements for owner consent, identify, protect, and encourage the use and rehabilitation of historic buildings, places, and districts that contribute to the distinctive character and history of Portland’s evolving urban environment.
- Policy 4.47 State and federal historic resource support.** Advocate for state and federal policies, programs, and legislation that would enable stronger historic resource designations, protections, and rehabilitation programs.
- Policy 4.48 Continuity with established patterns.** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources.
- Policy 4.49 Resolution of conflicts in historic districts.** Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to take into account the character of the historic resources in the district.

DESIGN AND DEVELOPMENT

- Policy 4.50 Demolition.** Protect historic resources from demolition. When demolition is necessary or appropriate, provide opportunities for public comment and encourage pursuit of alternatives to demolition or other actions that mitigate for the loss.
- Policy 4.51 City-owned historic resources.** Maintain City-owned historic resources with necessary upkeep and repair.
- Policy 4.52 Historic Resources Inventory.** Within statutory limitations, regularly update and maintain Portland’s Historic Resources Inventory to inform historic and cultural resource preservation strategies.
- Policy 4.53 Preservation equity.** Expand historic resources inventories, regulations, and programs to encourage historic preservation in areas and in communities that have not benefited from past historic preservation efforts, especially in areas with high concentrations of under-served and/or under-represented people.
- Policy 4.54 Cultural diversity.** Work with Portland’s diverse communities to identify and preserve places of historic and cultural significance.
- Policy 4.55 Cultural and social significance.** Encourage awareness and appreciation of cultural diversity and the social significance of both beautiful and ordinary historic places and their roles in enhancing community identity and sense of place.
- Policy 4.56 Community structures.** Encourage the adaptive reuse of historic community structures, such as former schools, meeting halls, and places of worship, for arts, cultural, and community uses that continue their role as anchors for community and culture.
- Policy 4.57 Economic viability.** Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.
- Policy 4.58 Archaeological resources.** Protect and preserve archaeological resources, especially those sites and objects associated with Native American cultures. Work in partnership with Sovereign tribes, Native American communities, and the state to protect against disturbance to Native American archaeological resources.

Public art

Public art and cultural amenities enrich people’s lives. They offer educational experiences, enliven public spaces, and foster creativity. This helps build a sense of community and identity for an area. This policy supports including public art in development.

Policy 4.59 Public art and development. Create incentives for public art as part of public and private development projects.

Resource-efficient design and development

These policies support resource-efficient design and development, from the location of development to the types of building materials. They apply to new development as well as to the continued and adaptive reuse of existing buildings.

Policy 4.60 Rehabilitation and adaptive reuse. Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.

Policy 4.61 Compact housing. Promote the development of compact, space- and energy-efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

Policy 4.62 Seismic and energy retrofits. Promote seismic and energy-efficiency retrofits of historic buildings and other existing structures to reduce carbon emissions, save money, and improve public safety.

Policy 4.63 Life cycle efficiency. Encourage use of technologies, techniques, and materials in building design, construction, and removal that result in the least environmental impact over the life cycle of the structure.

Policy 4.64 Deconstruction. Encourage salvage and reuse of building elements when demolition is necessary or appropriate.

Policy 4.65 Materials and practices. Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy-efficient building practices.

Policy 4.66 Water use efficiency. Encourage site and building designs that use water efficiently and manage stormwater as a resource.

Policy 4.67 Optimizing benefits. Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.

DESIGN AND DEVELOPMENT

- Policy 4.68 Energy efficiency.** Encourage and promote energy efficiency significantly beyond the Statewide Building Code and the use of solar and other renewable resources in individual buildings and at a district scale.
- Policy 4.69 Reduce carbon emissions.** Encourage a development pattern that minimizes carbon emissions from building and transportation energy use.
- Policy 4.70 District energy systems.** Encourage and remove barriers to the development and expansion of low-carbon heating and cooling systems that serve multiple buildings or a broader district.
- Policy 4.71 Ecodistricts.** Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.
- Policy 4.72 Energy-producing development.** Encourage and promote development that uses renewable resources, such as solar, wind, and water to generate power on-site and to contribute to the energy grid.

Goals and policies related to energy infrastructure can be found in Chapter 8: Public Facilities and Services.

Designing with nature

Incorporating natural features and functions into development improves human and ecological health, yielding tangible social, environmental, and economic benefits. Designing with nature provides or enhances ecosystem services, such as stormwater management, cooling of air and water, reduction of landslide, wildfire and flooding risks, protection or enhancement of fish and wildlife habitat, and opportunities for Portlanders to enjoy nature in their daily lives. These policies apply to a broad range of land uses and development sites, encouraging development designed to enhance the identity and beauty of Portland's neighborhoods, business districts, and industrial districts, while improving watershed health and resilience to climate change.

Additional goals and policies about the integration of nature into the built environment and infrastructure are found in Chapter 7: Environment and Watershed Health, Chapter 8: Public Facilities and Services, and Chapter 9: Transportation.

- Policy 4.73 Design with nature.** Encourage design and site development practices that enhance, and avoid the degradation of, watershed health and ecosystem services and that incorporate trees and vegetation.
- Policy 4.74 Flexible development options.** Encourage flexibility in the division of land, the siting and design of buildings, and other improvements to reduce the impact of development on environmentally-sensitive areas and to retain healthy native and beneficial vegetation and trees.

- Policy 4.75** **Low-impact development and best practices.** Encourage use of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure.
- Policy 4.76** **Impervious surfaces.** Limit use of and strive to reduce impervious surfaces and associated impacts on hydrologic function, air and water quality, habitat connectivity, tree canopy, and urban heat island effects.
- Policy 4.77** **Hazards to wildlife.** Encourage building, lighting, site, and infrastructure design and practices that provide safe fish and wildlife passage, and reduce or mitigate hazards to birds, bats, and other wildlife.
- Policy 4.78** **Access to nature.** Promote equitable, safe, and well-designed physical and visual access to nature for all Portlanders, while also maintaining the functions and values of significant natural resources, fish, and wildlife. Provide access to major natural features, including:
- Water bodies such as the Willamette and Columbia rivers, Smith and Bybee Lakes, creeks, streams, and sloughs.
 - Major topographic features such as the West Hills, Mt. Tabor, and the East Buttes.
 - Natural areas such as Forest Park and Oaks Bottom.

Hazard-resilient design

Portland has varied topography, with hills, buttes, abundant trees, and vegetation. It is also located at the confluence of two major river systems. As a result, there are periodic floods, wildfires, and landslides. The city is also in a seismically-active region, at risk for earthquakes from local faults and the Cascadia Subduction Zone in the Pacific Ocean. These policies direct development away from hazard-prone areas, seek to reduce hazard risks and impacts, and improve resilience to disasters and climate change.

- Policy 4.79** **Natural hazards and climate change risks and impacts.** Limit development in or near areas prone to natural hazards, using the most current hazard and climate change-related information and maps.
- Policy 4.80** **Geological hazards.** Evaluate slope and soil characteristics, including liquefaction potential, landslide hazards, and other geologic hazards.
- Policy 4.81** **Disaster-resilient development.** Encourage development and site-management approaches that reduce the risks and impacts of natural disasters or other major disturbances and that improve the ability of people, wildlife, natural systems, and property to withstand and recover from such events.

DESIGN AND DEVELOPMENT

- Policy 4.82** **Portland Harbor facilities.** Reduce natural hazard risks to critical public and private energy and transportation facilities in the Portland Harbor.
- Policy 4.83** **Urban heat islands.** Encourage development, building, landscaping, and infrastructure design that reduce urban heat island effects.
- Policy 4.84** **Planning and disaster recovery.** Facilitate effective disaster recovery by providing recommended updates to land use designations and development codes, in preparation for natural disasters.

Healthy food

Access to healthy food is important for many reasons. A nourishing diet is critical to maintaining good health and avoiding chronic disease. This leads to better long-term public health outcomes and lower healthcare costs. Food behaviors are shaped at an early age. Children who are exposed to healthy foods and eating are more likely to develop healthful food behaviors than those who are not.

In spite of these benefits, many Portlanders do not have good access to healthy food. These policies promote a range of approaches for improving access to healthy food through buying and growing. The policies help meet the Portland Plan goal for 90 percent of Portlanders to live within a half-mile of a store or market that sells healthy food.

- Policy 4.85** **Grocery stores and markets in centers.** Facilitate the retention and development of grocery stores, neighborhood-based markets, and farmers markets offering fresh produce in centers. Provide adequate land supply to accommodate a full spectrum of grocery stores catering to all socioeconomic groups and providing groceries at all levels of affordability.
- Policy 4.86** **Neighborhood food access.** Encourage small, neighborhood-based retail food opportunities, such as corner markets, food co-ops, food buying clubs, and community-supported agriculture pickup/drop-off sites, to fill in service gaps in food access across the city.
- Policy 4.87** **Growing food.** Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.
- Policy 4.88** **Access to community gardens.** Ensure that community gardens are allowed in areas close to or accessible via transit to people living in areas zoned for mixed-use or multi-dwelling development, where residents have few opportunities to grow food in yards.

Chapter 5: Housing

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Ensure adequate access to housing for a socially- and economically-diverse population.
- Support fair, equitable, healthy, resource efficient, and physically-accessible housing.
- Establish ways to mitigate gentrification and displacement.
- Concentrate new housing in and around centers and corridors near transit and services to reduce the housing/transportation cost burden.
- Maintain and promote a supply of permanently-affordable housing for Portland's most vulnerable residents.

Why is this important?

While a place to live is a basic human need, not all Portlanders have safe and healthy housing. Ensuring a fair and equitable housing market is essential to providing the opportunities and security people need to live healthy and successful lives. Economic, social, and physical barriers limit many Portlanders' access to adequate housing. People of color experience housing discrimination at much higher rates than do white Portlanders, and they often have fewer housing choices. Income, immigration status, Limited English Proficiency (LEP), sexual orientation, and disability can also limit choices.

In recent years, rising costs and declining incomes have strained household budgets for all but the most well-off. Greater housing and transportation costs mean that the cost burden is being felt not just by low-income households, but also by moderate- and middle-income households. In 2010, nearly one quarter of Portland's renter households were cost burdened, meaning that they spent more than 50 percent of household income on housing and transportation. There were many cost-burdened homeowners as well. Metro's long-range forecasts predict a steep increase in the number of cost-burdened households, particularly among low-income households.

HOUSING

The purpose of this chapter is to provide policies that will help Portland meet its need for quality, affordable homes for a growing and socioeconomically-diverse population, and to help ensure equitable access to housing. The Comprehensive Plan Map allows for a more-than-adequate supply of housing to meet the future needs. The challenge is to provide housing with a diverse range of unit types and prices in locations that help meet the needs of all, including low-income populations, communities of color, and people of all ages and abilities. Meeting this challenge requires coordinated action and public-private partnerships. A wide variety of stakeholders have a role, including agencies such as the Portland Housing Bureau and Home Forward, community development corporations and other nonprofit community organizations, and private sector real estate and development partners.

These goals and policies provide guidance for the regulations, programs, incentives, and partnerships that will help achieve Portland's housing goals.

Table of Contents

Goals

Goal 5.A	Housing diversity
Goal 5.B	Equitable access to housing
Goal 5.C	Healthy connected city
Goal 5.D	Affordable housing
Goal 5.E	High-performance housing

Policies

Diverse and expanding housing supply

Policy 5.1	Housing supply
Policy 5.2	Housing growth
Policy 5.3	Housing potential
Policy 5.4	Housing types
Policy 5.5	Housing in centers
Policy 5.6	Middle housing
Policy 5.7	Adaptable housing
Policy 5.8	Physically-accessible housing
Policy 5.9	Accessible design for all

Housing access

Policy 5.10	Coordinate with fair housing programs
Policy 5.11	Remove barriers
Policy 5.12	Impact analysis
Policy 5.13	Housing stability
Policy 5.14	Preserve communities
Policy 5.15	Gentrification/displacement risk
Policy 5.16	Involuntary displacement
Policy 5.17	Land banking
Policy 5.18	Rebuild communities
Policy 5.19	Aging in place

Housing location

Policy 5.20	Coordinate housing needs in high-poverty areas
Policy 5.21	Access to opportunities
Policy 5.22	New development in opportunity areas
Policy 5.23	Higher-density housing
Policy 5.24	Impact of housing on schools

HOUSING

Housing affordability

- Policy 5.25 Housing preservation
- Policy 5.26 Regulated affordable housing target
- Policy 5.27 Funding plan
- Policy 5.28 Inventory of regulated affordable housing
- Policy 5.29 Permanently-affordable housing
- Policy 5.30 Housing cost burden
- Policy 5.31 Household prosperity
- Policy 5.32 Affordable housing in centers
- Policy 5.33 Central City affordable housing
- Policy 5.34 Affordable housing resources
- Policy 5.35 Inclusionary housing
- Policy 5.36 Impact of regulations on affordability
- Policy 5.37 Mobile home parks
- Policy 5.38 Workforce housing
- Policy 5.39 Compact single-family options
- Policy 5.40 Employer-assisted housing
- Policy 5.41 Affordable homeownership
- Policy 5.42 Homeownership retention
- Policy 5.43 Variety in homeownership opportunities
- Policy 5.44 Regional cooperation
- Policy 5.45 Regional balance

Homelessness

- Policy 5.46 Housing continuum

Health, safety, and well-being

- Policy 5.47 Healthy housing
- Policy 5.48 Housing safety
- Policy 5.49 Housing quality
- Policy 5.50 High-performance housing
- Policy 5.51 Healthy and active living
- Policy 5.52 Walkable surroundings
- Policy 5.53 Responding to social isolation
- Policy 5.54 Renter protections

List of Figures

- 5-1. Housing Opportunity Map

Goals

Goal 5.A: Housing diversity

Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.

Goal 5.B: Equitable access to housing

Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults.

Goal 5.C: Healthy connected city

Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by safe, convenient, and affordable multimodal transportation.

Goal 5.D: Affordable housing

Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.

Goal 5.E: High-performance housing

Portland residents have access to resource-efficient and high-performance housing for people of all abilities and income levels.

Policies

Diverse and expanding housing supply

Portland is expected to add about 123,000 new households between 2010 and 2035.

Oregon's Statewide Planning Goal 10 — Housing and the Metropolitan Housing Rule require that cities provide adequate land and plan for a range of housing types that can meet the diverse housing needs of various types of households. The Portland Plan provides additional policy guidance on the benefits of locating high-quality housing in amenity rich centers and corridors.

The policies below set expectations for housing supply and growth. They identify specific types of housing needed to serve a variety of households, including multi-generational families, small and large households with children, older adults, and households that include people with disabilities who may need independent living services, assisted living, and skilled nursing care facilities.

- Policy 5.1** **Housing supply.** Maintain sufficient residential development capacity to accommodate Portland's projected share of regional household growth.
- Policy 5.2** **Housing growth.** Strive to capture at least 25 percent of the seven-county region's residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).
- Policy 5.3** **Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.
- Policy 5.4** **Housing types.** Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single-dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.
- Policy 5.5** **Housing in centers.** Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing options.
- Policy 5.6** **Middle housing.** Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of

designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

- Policy 5.7 Adaptable housing.** Encourage adaption of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.
- Policy 5.8 Physically-accessible housing.** Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers, station areas, and other places that are proximate to services and transit.
- Policy 5.9 Accessible design for all.** Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, through the use of Universal Design Principles.

Housing access

Housing supply and household income are not the only factors that determine access to housing. Discrimination in the housing market, gentrification, and the changing nature of households over time also influence access to desired housing.

The following policies address discriminatory barriers to fair and equitable access to housing and the impact of gentrification and displacement, particularly for under-served and under-represented populations.

- Policy 5.10 Coordinate with fair housing programs.** Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.
- Policy 5.11 Remove barriers.** Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.
- Policy 5.12 Impact analysis.** Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.
- Policy 5.13 Housing stability.** Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

HOUSING

- Policy 5.14** **Preserve communities.** Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.
- Policy 5.15** **Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.
- Policy 5.16** **Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.
- Policy 5.17** **Land banking.** Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.
- Policy 5.18** **Rebuild communities.** Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.
- Policy 5.19** **Aging in place.** Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

Housing location

The Portland Plan’s Healthy Connected City strategy provides policy guidance to expand opportunities for Portlanders to live in complete communities offering a mix of desirable services and opportunities. Housing that is located in a walkable neighborhood near active transportation, employment centers, open spaces, high-quality schools, and various services and amenities enhances the general quality of life for its residents. Neighborhoods in Portland offer varying levels of opportunity (*see Figure 5-1 – Housing Opportunity Map*), with housing in high-opportunity neighborhoods tending to be expensive compared to more affordable housing in areas that offer fewer opportunities. However, there are also small areas of Portland that are lacking in both opportunities as well as quality affordable housing units.

The following policies support efforts to provide equitable access to locational opportunities for under-served and under-represented populations in Portland.

- Policy 5.20** **Coordinate housing needs in high-poverty areas.** Meet the housing needs of under-served and under-represented populations living in high-poverty areas by coordinating plans and investments with housing programs.
- Policy 5.21** **Access to opportunities.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and under-represented populations and an existing supply of affordable housing.
- Policy 5.22** **New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities. *See Figure 5-1 — Housing Opportunity Map.*
- Policy 5.23** **Higher-density housing.** Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.
- Policy 5.24** **Impact of housing on schools.** Evaluate plans and investments for the effect of housing development on school enrollment, financial stability, and student mobility. Coordinate with school districts to ensure plans are aligned with school facility plans.

Housing affordability

Housing affordability is a growing concern for Portland. Many households in the city have to spend significantly more than the recommended 30 percent of their income on housing. Households are considered cost-burdened if they spend more than 50 percent of their income on housing and transportation. More and more households are falling into this category because of steep increases in home prices, a tight rental market, increases in gasoline prices and transportation costs, and falling household incomes. Population projections for 2030 indicate that 25 to 30 percent of households in several parts of Portland will be housing cost-burdened.

The following policies respond to the challenges of housing affordability through regional cooperation, housing preservation and production efforts that lower housing costs, and provide homeownership opportunities for under-served and under-represented populations.

HOUSING

- Policy 5.25** **Housing preservation.** Preserve and produce affordable housing to meet needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.
- Policy 5.26** **Regulated affordable housing target.** Strive to produce and fund at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.
- Policy 5.27** **Funding plan.** Encourage development or financial or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.
- Policy 5.28** **Inventory of regulated affordable housing.** Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington) region with Metro.
- Policy 5.29** **Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.
- Policy 5.30** **Housing cost burden.** Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.
- Policy 5.31** **Household prosperity.** Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation, education and training opportunities, the Central City, industrial districts, and other employment areas.
- Policy 5.32** **Affordable housing in centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.
- Policy 5.33** **Central City affordable housing.** Encourage the preservation and production of affordable housing in the Central City to take advantage of the area's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.
- Policy 5.34** **Affordable housing resources.** Pursue a variety of funding sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.
- Policy 5.35** **Inclusionary housing.** Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing. Work to remove regulatory barriers that prevent the use of such tools.

- Policy 5.36** **Impact of regulations on affordability.** Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.
- Policy 5.37** **Mobile home parks.** Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.
- Policy 5.38** **Workforce housing.** Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.
- Policy 5.39** **Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.
- Policy 5.40** **Employer-assisted housing.** Encourage employer-assisted affordable housing in conjunction with major employment development.
- Policy 5.41** **Affordable homeownership.** Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.
- Policy 5.42** **Homeownership retention.** Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.
- Policy 5.43** **Variety in homeownership opportunities.** Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.
- Policy 5.44** **Regional cooperation.** Facilitate opportunities for greater regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.

HOUSING

Policy 5.45 Regional balance. Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

Homelessness

Understandably, the homeless population is most vulnerable to decreasing affordability and declining household prosperity. Unified guidance by the City of Portland, Multnomah County, and Home Forward is provided through their jointly authored plan, *A Home for Everyone: A United Community Plan to End Homelessness in Multnomah County* (2013). This plan focuses resources to support priority populations, particularly families with children, unaccompanied youth, adults with disabilities, women, and veterans. It focuses investments in six program areas to prevent and end homelessness, including housing, income and benefits, health, survival and emergency services, access to services, and systems coordination. The purpose of the plan is to prevent homelessness, and reduce the time people spend being homeless. The following policy provides land use support for the priorities identified by this plan.

Policy 5.46 Housing continuum. Prevent homelessness and reduce the time spent being homeless by allowing and striving to provide a continuum of safe and affordable housing opportunities and related supportive services including but not limited to rent assistance, permanent supportive housing, transitional housing, micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds/rest areas.

Health, safety, and well-being

Having a place to live does not guarantee health and safety. A critical connection exists between the quality of the housing unit and the health of its occupants.

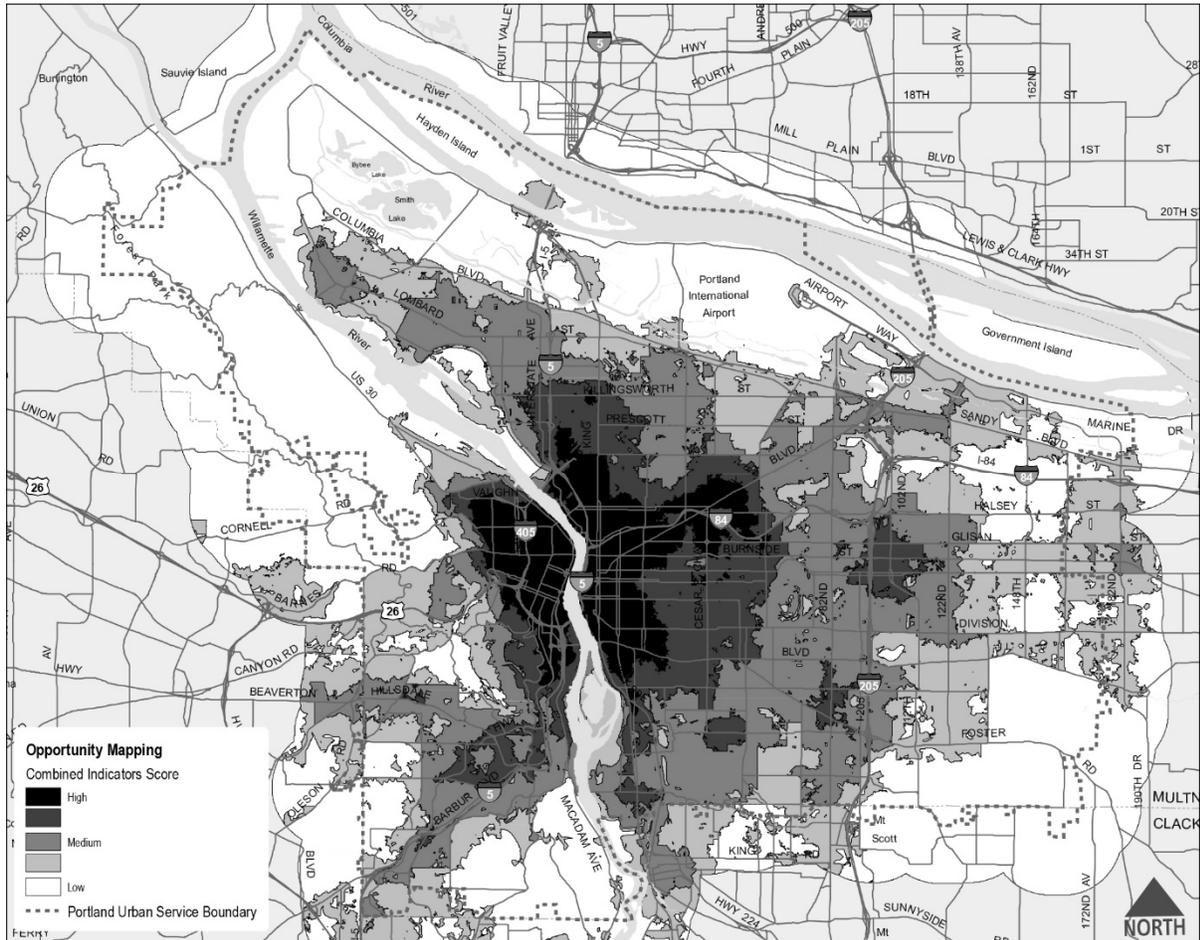
A safe housing unit is largely free of hazardous materials such as lead and radon. It is also free of mold, is not in a state of disrepair, and has emergency safety features such as carbon monoxide monitors, smoke alarms, and emergency exits. Access to open spaces, opportunities for social interactions, green features, and adaptability also influence the health of a community. The following policies focus on building and maintaining Portland’s housing stock in ways that foster community health.

Policy 5.47 Healthy housing. Encourage development and maintenance of all housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

- Policy 5.48** **Housing safety.** Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.
- Policy 5.49** **Housing quality.** Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from excessive noise, pests, and hazardous environmental conditions.
- Policy 5.50** **High-performance housing.** Encourage energy efficiency, green building practices, materials, and design to produce healthy, efficient, durable, and adaptable homes that are affordable or reasonably priced.
- Policy 5.51** **Healthy and active living.** Encourage housing that provides features supportive of healthy eating and active living such as useable open areas, recreation areas, community gardens, crime-preventive design, and community kitchens in multifamily housing.
- Policy 5.52** **Walkable surroundings.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.
- Policy 5.53** **Responding to social isolation.** Encourage site designs and relationship to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.
- Policy 5.54** **Renter protections.** Enhance renter health, safety, and stability through education, expansion of enhanced inspections, and support of regulations and incentives that protect tenants and prevent involuntary displacement.

HOUSING

Figure 5-1. Housing Opportunity Map



Chapter 6: Economic Development

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide land supply to support job growth, and to expand the use of tools, such as brownfield redevelopment, to increase efficient use of land.
- Expand economic opportunity and improve economic equity for Portland's growing population through sustained business growth.
- Support traded sector growth, expand exports and retain Portland's position as an innovative industrial and commercial center and a West Coast trade gateway.
- Provide land use policies to support the growth and vitality of business districts.
- Create an environment that encourages innovation and entrepreneurship, builds on local strengths for business success and growth, and offers businesses a functional and attractive place to locate.
- Ensure parks, trails, natural areas, and a healthy environment continue to protect the city's quality of life that attracts and retains businesses and work force.

Why is this important?

A healthy economy provides opportunities for people to achieve their full potential and is the foundation of a livable city. A healthy economy supports the creation of living wage jobs for our growing and increasingly diverse population. It supports a growing tax base for public services. It also improves health and educational outcomes. People with stable jobs and reliable incomes have resources to meet their basic needs, which contributes to their physical and mental health, and to the educational and economic success of youth.

Portland is an innovative employment center in a region with strong economic and export growth. Economic strengths also include a successful Central City and industrial base, a primarily middle-class distribution of jobs that support a diverse community, and livability advantages that attract population growth and talent. However, these strengths mask trends toward declining prosperity for many Portlanders and highlight that economic development must be a high priority in the coming decades.

Since 2000, job growth in the city has fallen far short of housing growth. Rising costs of living have outpaced average wages. The share of middle-wage jobs and resulting upward-mobility opportunities for low-income people has declined. Income growth has been concentrated among the top-earning 20 percent of the workforce. In addition, deep income

ECONOMIC DEVELOPMENT

disparities persist for under-represented and under-served populations. Research suggests that cities with more equitable economies have stronger economies.

As businesses face an increasingly competitive regional and global marketplace, new directions are needed to sustain job growth and improve economic equity. The region's primarily industrial traded sectors that drive regional prosperity will need more investment in workforce education, land supply, freight infrastructure, and innovation. Improving economic equity and affordability will depend on making equity a more central part of City policy and investments.

New land development approaches are needed to improve local competitiveness in regional markets, including more brownfield redevelopment, low-cost office development, and institutional zoning. Land-use programs must address the increasingly blurred lines between commercial, industrial, and creative services sectors. Citywide neighborhood prosperity will depend on new approaches to concentrated commercial growth in centers, neighborhood revitalization, flexibility, affordability, and small business growth. And business climate improvements should be reviewed to keep regulatory burdens and fees competitive in the regional marketplace.

The world economy is a dynamic system. Portland's economy will continue to change in response to technology, social change, and global trends. Zoning and land use must respond to these changes. This kind of local economic innovation will be key to Portland being a significant player in the development of the future economy.

Table of Contents

Goals

Goal 6.A	Prosperity
Goal 6.B	Development
Goal 6.C	Business district vitality

Policies

Diverse, expanding city economy

Policy 6.1	Diverse and growing community
Policy 6.2	Diverse and expanding economy
Policy 6.3	Employment growth
Policy 6.4	Fiscally-stable city
Policy 6.5	Economic resilience
Policy 6.6	Low-carbon economy
Policy 6.7	Competitive advantages
Policy 6.8	Business environment
Policy 6.9	Small business development
Policy 6.10	Business innovation
Policy 6.11	Sharing economy
Policy 6.12	Economic role of livability and ecosystem services

Land development

Policy 6.13	Land supply
Policy 6.14	Brownfield redevelopment
Policy 6.15	Regionally-competitive development sites
Policy 6.16	Regulatory climate
Policy 6.17	Short-term land supply
Policy 6.18	Evaluate land needs
Policy 6.19	Corporate headquarters

Traded sector competitiveness

Policy 6.20	Traded sector competitiveness
Policy 6.21	Traded sector diversity
Policy 6.22	Clusters
Policy 6.23	Trade and freight hub
Policy 6.24	Traded sector land supply
Policy 6.25	Import substitution
Policy 6.26	Business opportunities in urban innovation

ECONOMIC DEVELOPMENT

Equitable household prosperity

- Policy 6.27 Income self-sufficiency
- Policy 6.28 East Portland job growth
- Policy 6.29 Poverty reduction
- Policy 6.30 Disparity reduction
- Policy 6.31 Minority-owned, women-owned and emerging small business (MWESB) assistance
- Policy 6.32 Urban renewal plans

Transportation, public facilities, and economic development

Central City

- Policy 6.33 Central City
- Policy 6.34 Central City industrial districts
- Policy 6.35 Innovation districts

Industrial and employment districts

- Policy 6.36 Industrial land
- Policy 6.37 Industrial sanctuaries
- Policy 6.38 Prime industrial land retention
- Policy 6.39 Harbor access lands
- Policy 6.40 Portland Harbor Superfund Site
- Policy 6.41 Multimodal freight corridors
- Policy 6.42 Columbia East
- Policy 6.43 Dispersed employment areas
- Policy 6.44 Industrial land use intensification
- Policy 6.45 Industrial brownfield redevelopment
- Policy 6.46 Impact analysis
- Policy 6.47 Clean, safe, and green
- Policy 6.48 Fossil fuel distribution
- Policy 6.49 Industrial growth and watershed health
- Policy 6.50 District expansion
- Policy 6.51 Golf course reuse and redevelopment
- Policy 6.52 Residential and commercial reuse
- Policy 6.53 Mitigation banks
- Policy 6.54 Neighborhood buffers
- Policy 6.55 Neighborhood park use

Campus institutions

- Policy 6.56 Campus institutions
- Policy 6.57 Campus land use
- Policy 6.58 Development impacts
- Policy 6.59 Community amenities and services
- Policy 6.60 Campus edges
- Policy 6.61 Satellite facilities

Neighborhood business districts

- Policy 6.62 Neighborhood business districts
- Policy 6.63 District function
- Policy 6.64 Small, independent businesses
- Policy 6.65 Home-based businesses
- Policy 6.66 Neighborhood-serving businesses
- Policy 6.67 Retail development
- Policy 6.68 Investment priority
- Policy 6.69 Non-conforming neighborhood business uses
- Policy 6.70 Involuntary commercial displacement
- Policy 6.71 Temporary and informal markets and structures
- Policy 6.72 Community economic development
- Policy 6.73 Centers

List of Figures

- 6-1. Industrial and Employment Districts
- 6-2. Campus Institutions
- 6-3. Neighborhood Business Districts

Goals

Goal 6.A: Prosperity

Portland has vigorous economic growth and a healthy, diverse economy that supports prosperity and equitable access to employment opportunities for an increasingly diverse population. A strong economy that is keeping up with population growth and attracting resources and talent can:

- Create opportunity for people to achieve their full potential.
- Improve public health.
- Support a healthy environment.
- Support the fiscal well-being of the city.

Goal 6.B: Development

Portland supports an attractive environment for industrial, commercial, and institutional job growth and development by 1) maintaining an adequate land supply; 2) a local development review system that is nimble, predictable, and fair; and 3) high-quality public facilities and services.

Goal 6.C: Business district vitality

Portland implements land use policy and investments to:

- Ensure that commercial, institutional, and industrial districts support business retention and expansion.
- Encourage the growth of districts that support productive and creative synergies among local businesses.
- Provide convenient access to goods, services, and markets.
- Take advantage of our location and quality of life advantages as a gateway to world-class natural landscapes in Northwest Oregon, Southwest Washington, and the Columbia River Basin, and a robust interconnected system of natural landscapes within the region's Urban Growth Boundary.

Policies

Diverse, expanding city economy

Diverse economic growth is central to Portland’s long-term prosperity. It provides jobs for a growing population, improved equity, fiscal stability, neighborhood prosperity, and economic resilience. Moreover, Portland is a statewide economic engine with opportunities and benefits that extend beyond city boundaries.

About 140,000 new jobs are expected in the city between 2010 and 2035, which is consistent with local and national 25-year trends. The policies below set explicit economic growth targets, highlight coordination opportunities, and specify benefits that should be sought through economic growth, and call out important local strengths that support economic growth.

- Policy 6.1** **Diverse and growing community.** Expand economic opportunity and improve economic equity for Portland’s diverse, growing population through sustained business growth.
- Policy 6.2** **Diverse and expanding economy.** Align plans and investments to maintain the diversity of Portland’s economy and status as Oregon’s largest job center with growth across all sectors (commercial, industrial, creative, and institutional) and across all parts of the city.
- Policy 6.3** **Employment growth.** Strive to capture at least 25 percent of the seven-county region’s employment growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).
- Policy 6.4** **Fiscally-stable city.** Promote a high citywide jobs-to-households ratio that supports tax revenue growth at pace with residential demand for municipal services.
- Policy 6.5** **Economic resilience.** Improve Portland’s economic resilience to impacts from climate change and natural disasters through a strong local economy and equitable opportunities for prosperity.
- Policy 6.6** **Low-carbon and renewable energy economy.** Align plans and investments with efforts to improve energy efficiency and reduce lifecycle carbon emissions from business operations. Promote employment opportunities associated with the production of renewable energy, energy efficiency projects, waste reduction, production of more durable goods, and recycling.

ECONOMIC DEVELOPMENT

- Policy 6.7** **Competitive advantages.** Maintain and strengthen the city’s comparative economic advantages including access to a high-quality workforce, business diversity, competitive business climate, and multimodal transportation infrastructure.
- Policy 6.8** **Business environment.** Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.
- Policy 6.9** **Small business development.** Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.
- Policy 6.10** **Business innovation.** Encourage innovation, research, development, and commercialization of new technologies, products, and services through responsive regulations and public sector approaches.
- Policy 6.11** **Sharing economy.** Encourage mechanisms that enable individuals, corporations, non-profits, and government to market, distribute, share, and reuse excess capacity in goods and services. This includes peer-to-peer transactions, crowd funding platforms, and a variety of business models to facilitate borrowing and renting unused resources.
- Policy 6.12** **Economic role of livability and ecosystem services.** Conserve and enhance Portland’s cultural, historic, recreational, educational, food-related, and ecosystem assets and services for their contribution to the local economy and their importance for retention and attraction of skilled workers and businesses.

Land development

According to forecasts, Portland will continue to have relatively strong demand for employment land development. However, most of Portland’s land supply for employment growth is on land that has constraints or is already at least partially developed.

Statewide Planning Goal 9 – Economic Development requires Portland to provide adequate long-term and short-term land supply for economic development and job growth, consistent with an Economic Opportunities Analysis. Forecasted demand for buildable land by 2035 includes 150 acres in the Central City; 1,350 acres in industrial districts; 690 acres in neighborhood business districts; and 370 acres for campus institutions.

New directions to support Portland’s land supply for job growth include policies for adequate long-term and short-term development capacity, a targeted increase in brownfield redevelopment, incentives to maintain competitiveness in regional markets, and guidance for streamlining the City’s regulatory climate.

- Policy 6.13** **Land supply.** Provide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms of amounts and types of sites, available and practical for development and intended uses. Types of sites are distinguished primarily by employment geographies identified in the Economic Opportunities Analysis, although capacity needs for building types with similar site characteristics can be met in other employment geographies.
- Policy 6.14** **Brownfield redevelopment.** Overcome financial-feasibility gaps to cleanup and redevelop 60 percent of brownfield acreage by 2035. *Additional related policies are found in the Industrial and employment districts section of this chapter.*
- Policy 6.15** **Regionally-competitive development sites.** Improve the competitiveness of vacant and underutilized sites located in Portland’s employment areas through the use of incentives, and regional and state assistance for needed infrastructure and site readiness improvements.
- Policy 6.16** **Regulatory climate.** Improve development review processes and regulations to encourage predictability and support local and equitable employment growth and encourage business retention, including:
- 6.16.a.** Assess and understand cumulative regulatory costs to promote Portland’s financial competitiveness with other comparable cities.
 - 6.16.b.** Promote certainty for new development through appropriate allowed uses and “clear and objective” standards to permit typical development types without a discretionary review.
 - 6.16.c.** Allow discretionary-review as a way to facilitate flexible and innovative approaches to meet requirements.
 - 6.16.d.** Design and monitor development review processes to avoid unnecessary delays.
 - 6.16.e.** Promote cost effective compliance with federal and state mandates, productive intergovernmental coordination, and efficient, well-coordinated development review and permitting procedures.
 - 6.16.f.** Consider short-term market conditions and how area development patterns will transition over time when creating new development regulations.
- Policy 6.17** **Short-term land supply.** Provide for a competitive supply of development-ready sites with different site sizes and types, to meet five-year demand for employment growth in the Central City, industrial areas, campus institutions, and neighborhood business districts.

ECONOMIC DEVELOPMENT

Policy 6.18 Evaluate land needs. Update the Economic Opportunities Analysis and short-term land supply strategies every five to seven years.

Policy 6.19 Corporate headquarters. Provide land opportunities for development of corporate headquarters campuses in locations with suitable transportation facilities.

Traded sector competitiveness

Global trends have put increasing pressure on regions to strengthen their competitiveness for traded-sector growth, which drives regional prosperity. Traded sectors are local businesses of all sizes that export goods and services and compete in markets outside of the region, bringing income and jobs into the region. These sectors have become more vulnerable and dynamic in the shifting global marketplace, as they reinvent their supply and distribution lines and concentrate activity in lower-cost or higher-productivity locations.

The following policies call for focusing limited resources on strategic traded sector specializations with growth prospects. This region's growing export activity is concentrated in high tech and advanced manufacturing, where job growth has been modest but output growth continues to outpace the service sectors. Other growing export specializations include software, apparel, clean-tech, freight-hub distribution, and creative services. While these growing specializations are expected to shift over time with market changes, connecting existing and emerging local business with global markets helps bring new resources into the region.

Policy 6.20 Traded sector competitiveness. Align plans and investments with efforts to improve the city and regional business environment for traded sector and export growth. Participate in regional and statewide initiatives.

Policy 6.21 Traded sector diversity. Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.

Policy 6.22 Clusters. Align plans and investments with efforts that direct strategic business development resources to enhance the competitiveness of businesses in traded sector clusters.

Policy 6.23 Trade and freight hub. Encourage investment in transportation systems and services that will retain and expand Portland's competitive position as a West Coast trade gateway and freight distribution hub.

Policy 6.24 Traded sector land supply. Foster traded sector retention, growth, and competitive advantages in industrial districts and the Central City. Recognize the concentration of traded-sector businesses in these districts.

Policy 6.25 **Import substitution.** Encourage local goods production and service delivery that substitute for imports and help keep the money Portlanders earn in the local economy.

Policy 6.26 **Business opportunities in urban innovation.** Strive to have Portland’s built environment, businesses, and infrastructure systems showcase examples of best practices of innovation and sustainability.

Equitable household prosperity

National and local trends reveal growing inequities in economic opportunity. Income growth has been concentrated among the top-earning 20 percent of the workforce, as disproportionate barriers to upward mobility persist for people of color and people with disabilities. Since 2000, slower job growth and the decline of middle-wage jobs have further widened economic insecurity, increased unemployment, and reduced upward-mobility opportunities for the working poor. Rising inequality threatens the long-term stability of our economy.

In response, the Portland Plan set a high bar for improving economic equity, targeting increased levels of income self-sufficiency from 77 percent of Multnomah County households to 90 percent by 2035. The new policy directions below support expanded employment, and housing opportunities to increase middle-class prosperity, improve job growth in East Portland, and coordinate efforts to overcome poverty and disparities.

Policy 6.27 **Income self-sufficiency.** Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not require a 4-year college degree.

6.27.a. Support the role of industrial districts as a leading source of middle-wage jobs that do not require a 4-year college degree and as a major source of wage-disparity reduction for under-served and under-represented communities.

6.27.b. Evaluate and limit negative impacts of plans and investments on middle and high wage job creation and retention.

Policy 6.28 **East Portland job growth.** Improve opportunities for East Portland to grow as a business destination and source of living wage jobs.

Policy 6.29 **Poverty reduction.** Encourage investment in, and alignment of, poverty-reduction efforts that address economic development, land use, transportation, housing, social services, public health, community development, and workforce development.

ECONOMIC DEVELOPMENT

- Policy 6.30** **Disparity reduction.** Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.
- Policy 6.31** **Minority-owned, woman-owned and emerging small business (MWESB) assistance.** Ensure that plans and investments improve access to contracting opportunities for minority-owned, woman-owned, and emerging small businesses.
- Policy 6.32** **Urban renewal plans.** Encourage urban renewal plans to primarily benefit existing residents and businesses within the urban renewal area through:
- Revitalization of neighborhoods.
 - Expansion of housing choices.
 - Creation of business and job opportunities.
 - Provision of transportation linkages.
 - Protection of residents and businesses from the threats posed by gentrification and displacement.
 - The creation and enhancement of those features which improve the quality of life within the urban renewal area.

Transportation, public facilities, and economic development

Transportation and other public facilities and services play critical roles in ensuring an adequate land supply for job growth, strengthening competitive location advantages, and providing better access to employment opportunities. *See Chapter 8: Public Facilities and Services and Chapter 9: Transportation for related policies on prosperity objectives, leveraging private investment, and freight mobility.*

Central City

Portland's Central City is the region's and the state's high density employment center. While it is primarily an office district for professional and business services, finance, information, and government, it is also a key location for the entertainment, tourism, industry, and education sectors. The following policies provide overall direction for the Central City's continued employment growth, competitive roles in the region, and land use in the Central City industrial districts. *See the Central City 2035 Plan for the land use and development policies for this part of the city's economy.*

- Policy 6.33** **Central City.** Improve the Central City's regional share of employment and continue its growth as the unique center of both the city and the region for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.

Policy 6.34 Central City industrial districts. Protect and facilitate the long-term success of Central City industrial sanctuary districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.

Policy 6.35 Innovation districts. Provide for expanding campus institutions in the Central City and Marquam Hill, and encourage business development that builds on their research and development strengths.

Industrial and employment districts

Portland is the core of the region’s distribution and diverse manufacturing economy, including the state’s (and the Columbia River Basin’s) largest seaport, rail hub, and airport. Established “industrial sanctuaries” meet the needs of manufacturing and distribution firms for medium to large sites, and are buffered from housing. Other types of employment areas include flex space developments, incubator districts for emerging local businesses, industrial headquarters offices, and dispersed neighborhood employment areas. The businesses in these districts are a primary source of Portland’s middle-wage jobs, upward mobility opportunities, and traded sector activity. *See Figure 6-1 – Industrial and Employment Districts.*

Looking forward to 2035, new strategies are needed to expand capacity for employment growth while also meeting environmental and other objectives. The policies below call for: 1) new tools to accelerate brownfield redevelopment, 2) making freight investments that expand market access and industrial land intensification, 3) more effectively protect prime industrial land, and 4) strategically expanding industrial and flexible neighborhood employment areas.

Policy 6.36 Industrial land. Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely-accessible base of family-wage jobs, particularly for under-served and under-represented people.

Policy 6.37 Industrial sanctuaries. Protect industrial land as industrial sanctuaries identified on the Comprehensive Plan Map primarily for manufacturing and distribution uses and to encourage the growth of industrial activities in the city.

Policy 6.38 Prime industrial land retention. Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention. *See Figure 6-1 – Industrial and Employment Districts.*

6.38.a. Protect prime industrial lands from quasi-judicial Comprehensive Plan Map amendments that convert prime industrial land to non-industrial uses,

and consider the potential for other map amendments to otherwise diminish the economic competitiveness or viability of prime industrial land.

6.38.b. Limit conversion of prime industrial land through land use plans, regulations, or public land acquisition for non-industrial uses, especially land that can be used by river-dependent and river-related industrial uses.

6.38.c. Limit regulatory impacts on the capacity, affordability, and viability of industrial uses in the prime industrial area while ensuring environmental resources and public health are also protected.

6.38.d. Strive to offset the reduction of development capacity as needed, with additional prime industrial capacity that includes consideration of comparable site characteristics. Offsets may include but are not limited to additional brownfield remediation, industrial use intensification, strategic investments, and other innovative tools and partnerships that increase industrial utilization of industrial land.

6.38.e. Protect prime industrial land from siting for parks, schools, large-format places of assembly, and large-format retail sales.

6.38.f. Promote efficient use of freight hub infrastructure and prime industrial land by limiting non-industrial uses that do not need to be located in the prime industrial area.

- Policy 6.39 Harbor access lands.** Limit use of harbor access lands to river- or rail-dependent or related industrial land uses due to the unique and necessary infrastructure and site characteristics of harbor access lands for river-dependent industrial uses.
- Policy 6.40 Portland Harbor Superfund Site.** Take a leadership role to facilitate a cleanup of the Portland Harbor that moves forward as quickly as possible and that allocates cleanup costs fairly and equitably. Encourage a science-based and cost-effective cleanup solution that facilitates re-use of land for river- or rail-dependent or related industrial uses.
- Policy 6.41 Multimodal freight corridors.** Encourage freight-oriented industrial development to locate where it can maximize the use of and support reinvestment in multimodal freight corridors.
- Policy 6.42 Columbia East.** Provide a mix of industrial and limited business park development in Columbia East (east of 82nd Avenue) that expand employment opportunities supported by proximity to Portland International Airport and multimodal freight access.
- Policy 6.43 Dispersed employment areas.** Provide small, dispersed employment areas for a flexible and affordable mix of office, creative services, small-scale

manufacturing, traded sector and distribution, and other small-format light industrial and commercial uses with access to nearby freeways or truck streets.

- Policy 6.44 Industrial land use intensification.** Encourage reinvestment in, and intensification of, industrial land use, as measured by output and throughput per acre.
- Policy 6.45 Industrial brownfield redevelopment.** Provide incentives, investments, technical assistance and other direct support to overcome financial-feasibility gaps to enable remediation and redevelopment of brownfields for industrial growth.
- Policy 6.46 Impact analysis.** Evaluate and monitor the impacts on industrial land capacity that may result from land use plans, regulations, public land acquisition, public facility development, and other public actions to protect and preserve existing industrial lands.
- Policy 6.47 Clean, safe, and green.** Encourage improvements to the cleanliness, safety, and ecological performance of industrial development and freight corridors by facilitating adoption of market feasible new technology and design.
- Policy 6.48 Fossil fuel distribution.** Limit fossil fuels distribution and storage facilities to those necessary to serve the regional market.
- Policy 6.49 Industrial growth and watershed health.** Facilitate concurrent strategies to protect and improve industrial capacity and watershed health in the Portland Harbor and Columbia Corridor areas.
- Policy 6.50 District expansion.** Provide opportunities for expansion of industrial areas based on evaluation of forecasted need and the ability to meet environmental, social, economic, and other goals.
- Policy 6.51 Golf course reuse and redevelopment.** Facilitate a mix of industrial, natural resource, and public open space uses on privately-owned golf course sites in the Columbia Corridor that property owners make available for reuse.
- Policy 6.52 Residential and commercial reuse.** Facilitate compatible industrial or employment redevelopment on residential or commercial sites that become available for reuse if the site is in or near prime industrial areas, and near a freeway or on a freight street.
- Policy 6.53 Mitigation banks.** Facilitate industrial site development by promoting and allowing environmental mitigation banks that serve industrial land uses on prime industrial land.

ECONOMIC DEVELOPMENT

- Policy 6.54** **Neighborhood buffers.** Maintain and enhance major natural areas, open spaces, and constructed features as boundaries and buffers for the Portland Harbor and Columbia Corridor industrial areas.
- Policy 6.55** **Neighborhood park use.** Allow neighborhood park development within industrial zones where needed to provide adequate park service within one-half mile of every resident.

Campus institutions

Health care and education sectors are concentrated in large hospital, college, higher education, and high school campuses as well as dispersed smaller facilities. *See Figure 6-2 – Campus Institutions.* Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. Health care and education are projected to be the city’s leading job growth sectors, adding more than 50,000 new jobs by 2035 at campus institutions and in other commercial areas. Rapid growth of campus institutions is a national trend, and best practices offer opportunities to plan effectively for this growth, while reducing neighborhood impacts. Examples of new directions in the policies below include designation of major campuses as employment land, regulatory improvements, and transportation-related improvements.

- Policy 6.56** **Campus institutions.** Provide for the stability and growth of Portland’s major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers. *See Figure 6-2 – Campus Institutions.*
- Policy 6.57** **Campus land use.** Provide for major campus institutions as a type of employment land, allowing uses typically associated with health care and higher education institutions. Coordinate with institutions in changing campus zoning to provide land supply that is practical for development and intended uses.
- Policy 6.58** **Development impacts.** Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design. Minimize off-site impacts in collaboration with institutions and neighbors, especially to reduce automobile traffic and parking impacts.
- Policy 6.59** **Community amenities and services.** Encourage campus development that provides amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.

Policy 6.60 **Campus edges.** Provide for context-sensitive, transitional uses, and development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.

Policy 6.61 **Satellite facilities.** Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

Neighborhood business districts

Neighborhood business districts are mixed-use corridors and centers outside of the Central City. *See Figure 6-3 – Neighborhood Business Districts.* Home to retail and related businesses that typically serve customers on-site, these districts are commonly interspersed with multifamily housing. Many of these districts are experiencing significant growth and change, providing synergistic locations for concentrated housing and commercial growth in “complete neighborhoods” with convenient access to services.

Neighborhood business districts also provide major economic benefits by keeping local dollars circulating within Portland, providing goods and services to nearby residents, defining neighborhood character, supporting small business vitality, and accounting for about a quarter of all jobs in the city. Neighborhood business districts are especially important to Portland because we are a city mainly made up of small business.

New directions to support these multi-functional places include:

- A framework of new centers and civic corridors well-served by pedestrian, bicycle, and transit systems.
- Focused public investments that attract concentrated growth and improve equity, and community-based economic development initiatives that broaden access to jobs and prosperity.
- Opportunities for affordable commercial space and affordable housing.

Policy 6.62 **Neighborhood business districts.** Provide for the growth, economic equity, and vitality of neighborhood business districts. *See Figure 6-3 – Neighborhood Business Districts.*

Policy 6.63 **District function.** Enhance the function of neighborhood business districts as a foundation of neighborhood livability.

Policy 6.64 **Small, independent businesses.** Facilitate the retention and growth of small and locally-owned businesses.

ECONOMIC DEVELOPMENT

- Policy 6.65** **Home-based businesses.** Encourage and expand allowances for small, low-impact home based businesses in residential areas, including office or personal service uses with infrequent or by-appointment customer or client visits to the site. Allow a limited number of employees, within the scale of activity typical in residential areas. Allow home-based businesses on sites with accessory dwelling units.
- Policy 6.66** **Neighborhood-serving business.** Provide for neighborhood business districts and small commercial nodes in areas between centers to expand local access to goods and services. Allow nodes of small-scale neighborhood-serving commercial uses in large planned developments and as a ground floor use in high density residential areas.
- Policy 6.67** **Retail development.** Provide for a competitive supply of retail sites that support the wide range of consumer needs for convenience, affordability, accessibility, and diversity of goods and services, especially in under-served areas of Portland.
- Policy 6.68** **Investment priority.** Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.
- Policy 6.69** **Non-conforming neighborhood business uses.** Limit non-conforming uses to reduce adverse impacts on nearby residential uses while avoiding displacement of existing neighborhood businesses.
- Policy 6.70** **Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.
- 6.70.a.** Limit involuntary commercial displacement in areas at risk of gentrification, and incorporate tools to reduce the cost burden of rapid neighborhood change on small business owners vulnerable to displacement.
- 6.70.b.** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.
- Policy 6.71** **Temporary and informal markets and structures.** Acknowledge and support the role that temporary markets (farmers markets, craft markets, flea markets, etc.) and other temporary or mobile-vending structures play in enabling startup business activity. Also acknowledge that temporary uses may ultimately be replaced by more permanent development and uses.
- Policy 6.72** **Community economic development.** Encourage collaborative approaches to align land use and neighborhood economic development for residents and business owners to better connect and compete in the regional economy.

6.72.a. Encourage broad-based community coalitions to implement land use and economic development objectives and programs.

6.72.b. Enhance opportunities for cooperation and partnerships between public and private entities that promote economic vitality in communities most disconnected from the regional economy.

6.72.c. Encourage cooperative efforts by area businesses, Business Associations, and Neighborhood Associations to work together on commercial revitalization efforts, sustainability initiatives, and transportation demand management.

Policy 6.73 **Centers.** Encourage concentrations of commercial services and employment opportunities in centers.

6.73.a. Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places.

6.73.b. Encourage the retention and further development of grocery stores and local markets as essential elements of centers.

6.73.c. Enhance opportunities for services and activities in centers that are responsive to the needs of the populations and cultural groups of the surrounding area.

6.73.d. Require ground-level building spaces in core areas of centers accommodate commercial or other street-activating uses and services.

6.73.e. Encourage employment opportunities as a key function of centers, including connections between centers, institutions, and other major employers to reinforce their roles as vibrant centers of activity.

ECONOMIC DEVELOPMENT

Figure 6-1. Industrial and Employment Districts

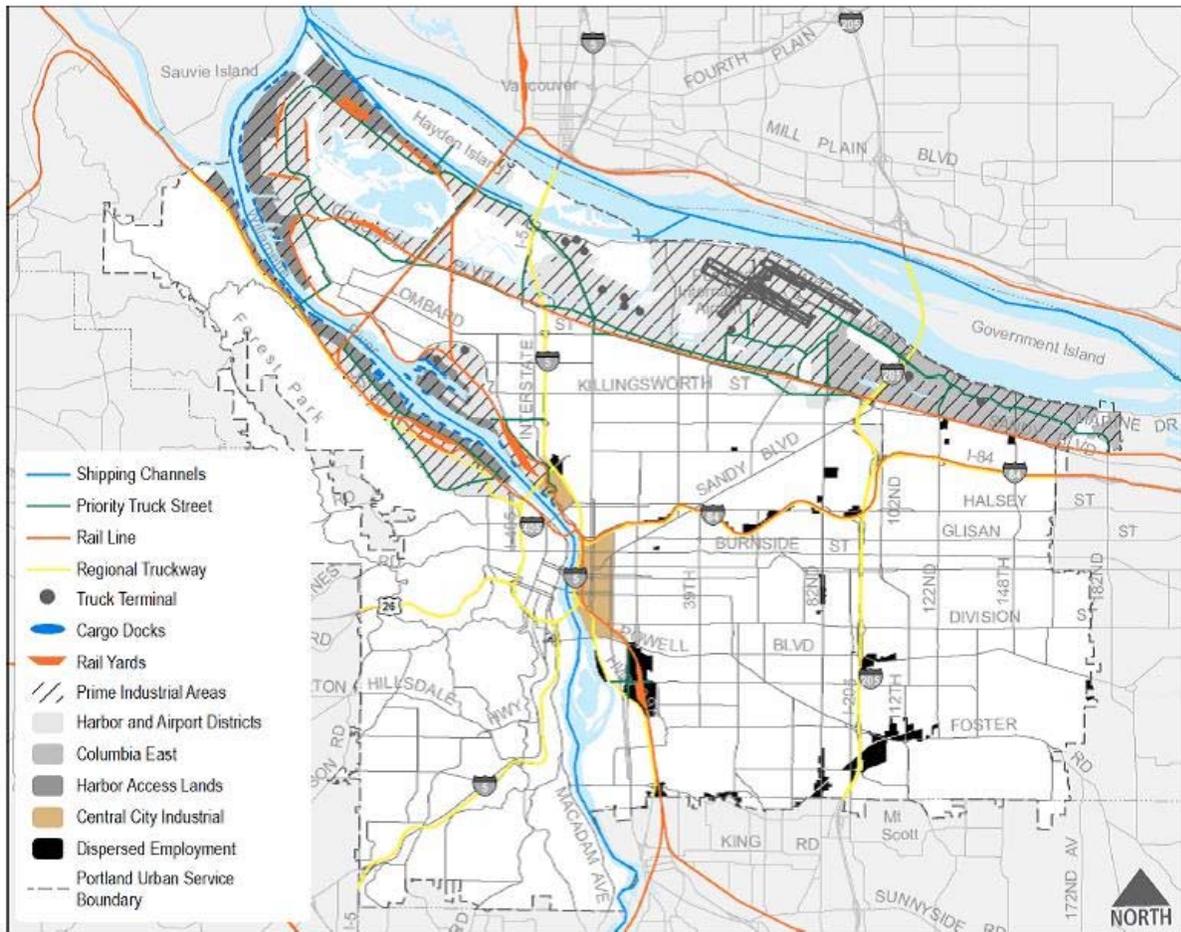
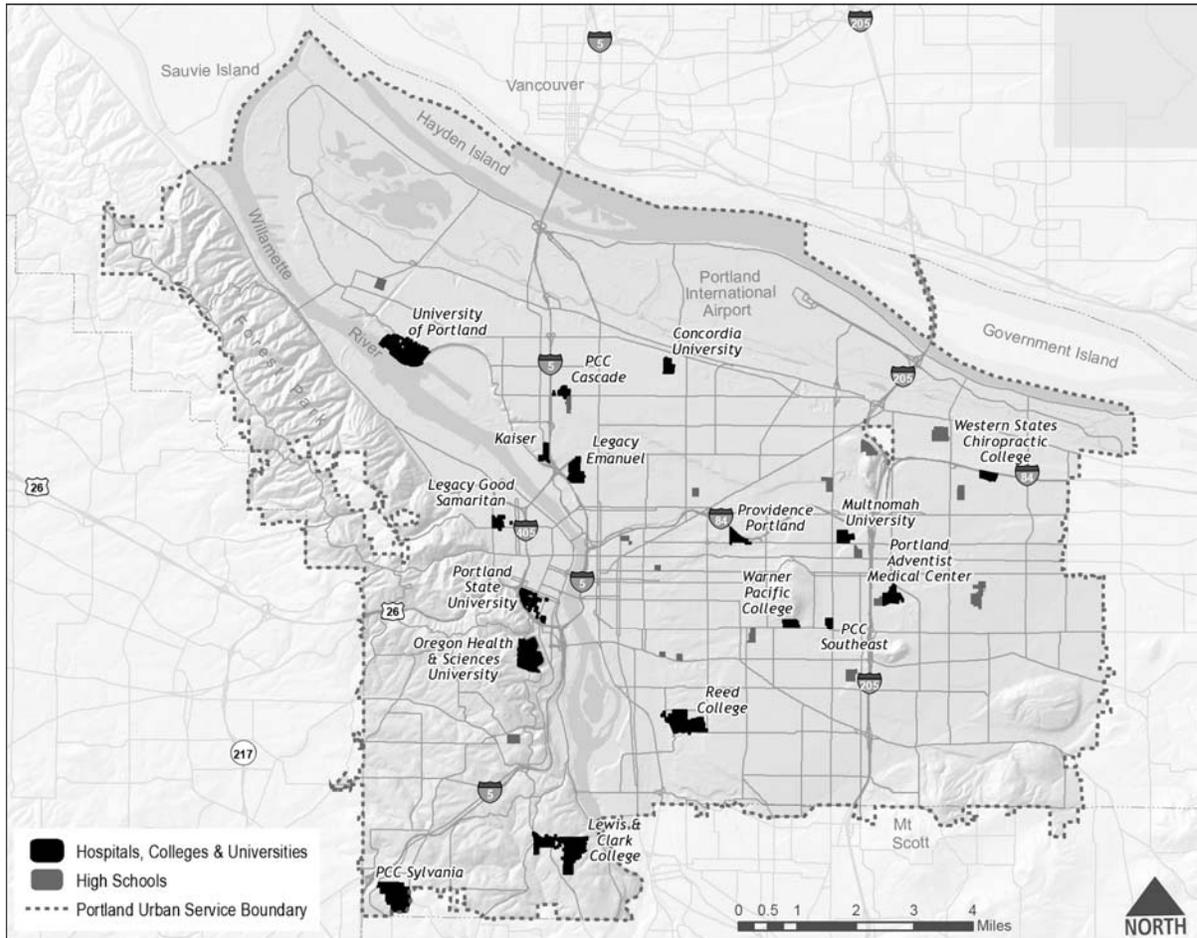
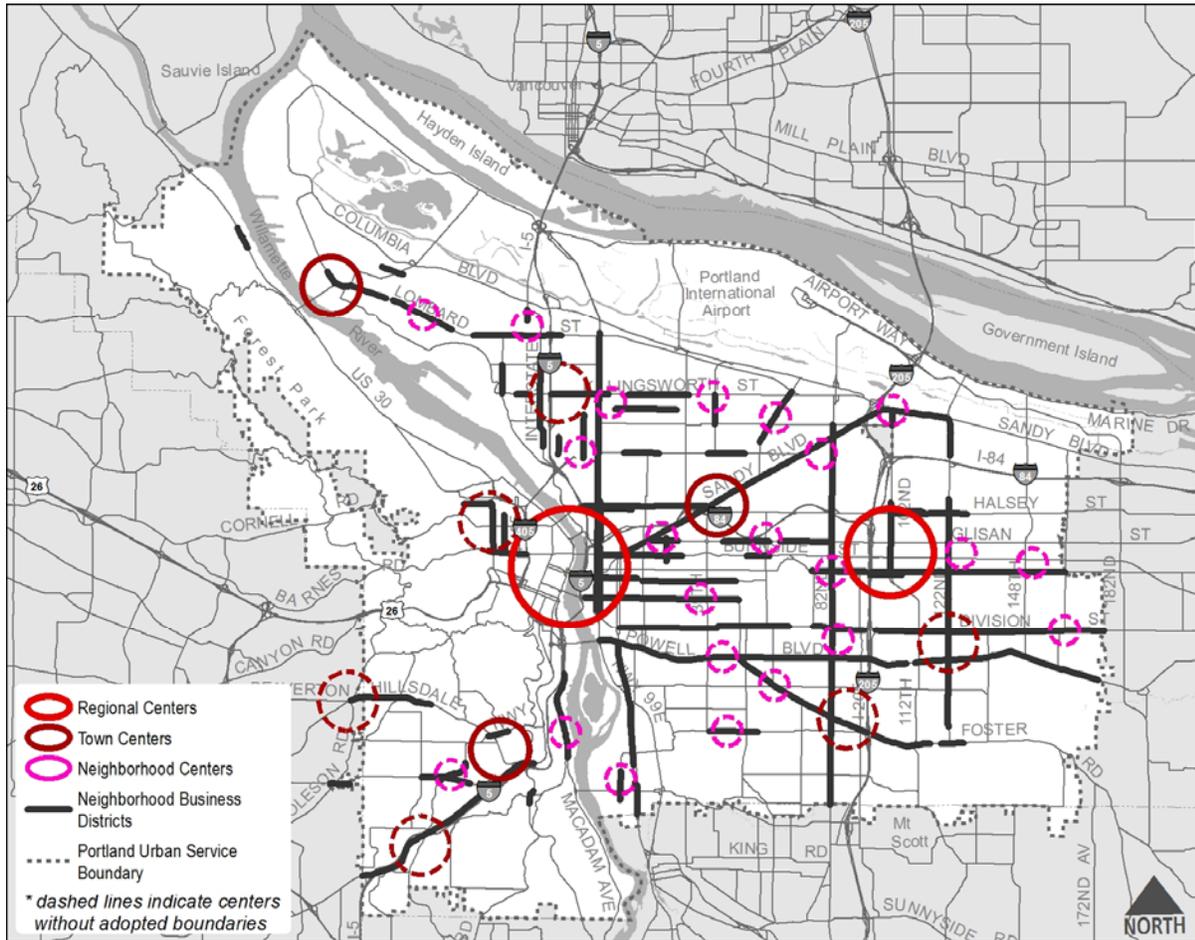


Figure 6-2. Campus Institutions



ECONOMIC DEVELOPMENT

Figure 6-3. Neighborhood Business Districts



Chapter 7: Environment and Watershed Health

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Recognize the economic, health, cultural, and intrinsic values of nature, and the importance of community stewardship.
- Preserve natural resources and the beneficial functions and services they provide.
- Improve air quality and watershed health, including hydrology, water quality, fish and wildlife habitat, and biodiversity.
- Ensure all Portlanders experience the benefits of a livable environment and healthy watersheds, and reduce environmental disparities affecting under-served and under-represented communities.
- Recognize the city's impact on global climate change, opportunities to reduce carbon emissions, and sequester carbon.
- Recognize the importance of a healthy urban forest and natural systems in reducing the impacts of natural hazards, such as landslides, flooding, and wildfire, and in adapting to climate change.
- Prevent incremental environmental degradation including the spread of invasive species, loss of habitat, and adverse impacts of additional impervious surfaces.
- Ensure that environmental protection programs and regulations reflect current data, the best available science, and evaluation of impacts to under-served and under-represented communities.
- Advance good decisions and adaptive management through better data collection.
- Provide guidance that addresses the distinct ecological issues of specific watersheds.
- Ensure that plans and investments are coordinated with relevant policies from other City plans such as the Portland Watershed Management Plan, Urban Forest Management Plan, Climate Action Plan, Climate Change Preparation Strategy, Parks plans, Natural Hazard Mitigation Plan, and plans addressing environmental equity.

Why is this important?

Located at the confluence of two major rivers, between two mountain ranges, and adjacent to some of the most fertile agricultural land in the world, Portland's wealth of natural resources provides an array of ecologically, economically, culturally, and aesthetically valuable ecosystem services. Rivers, streams, and floodplains convey and store water and provide critical habitat for native fish and aquatic species. Wetlands, trees, and vegetation clean and cool Portland's air and water, stabilize hillsides, soak up rainwater, and provide habitat for an abundance of birds and other wildlife. These resources also trap carbon and reduce urban heat island effects, which are increasingly important given the potential impacts of climate change. These natural resources and healthy environment are key contributors to Portland's identity, sense of place, and reputation as a great place to live, work, and play.

The City has a long-standing commitment to maintaining a high-quality environment; however, many of Portland's natural resources have been lost over time or are currently at risk. Urbanization has filled floodplains, contributing to seasonal flooding damage. Stormwater runoff from paved areas and rooftops has eroded our stream channels and polluted our streams, many of which are unable to support healthy fish populations. There is concern that anticipated growth and development will result in substantial tree removal, increased risks of natural hazards, continued habitat loss, and negative impacts on at-risk plant and animal species. In addition, there is concern that further environmental degradation will disproportionately affect communities of color and other under-served and under-represented communities.

The City's land use plans and investments have been, and will continue to be, instrumental in helping improve air and water quality over time, preserve natural resources and the benefits they provide, and reduce environment-related disparities. In addition, the City and community have made substantial investments of time and money to restore our watersheds. The goals and policies in this chapter protect these investments and help the City meet various regulations to protect public health and the environment. With thoughtful guidance, we can achieve and sustain healthy watersheds and a healthful environment as the city grows.

Table of Contents

Goals

Goal 7.A	Climate
Goal 7.B	Healthy watersheds and environment
Goal 7.C	Resilience
Goal 7.D	Environmental equity
Goal 7.E	Community stewardship

Policies

Improving environmental quality and resilience

Policy 7.1	Environmental quality
Policy 7.2	Environmental equity
Policy 7.3	Ecosystem services
Policy 7.4	Climate change
Policy 7.5	Air quality
Policy 7.6	Hydrology
Policy 7.7	Water quality
Policy 7.8	Biodiversity
Policy 7.9	Habitat and biological communities
Policy 7.10	Habitat Connectivity
Policy 7.11	Urban forest
Policy 7.12	Invasive species
Policy 7.13	Soils
Policy 7.14	Natural hazards
Policy 7.15	Brownfield remediation
Policy 7.16	Adaptive management
Policy 7.17	Restoration partnerships
Policy 7.18	Community stewardship

Planning for natural resource protection

Policy 7.19	Natural resource protection
Policy 7.20	Natural resource inventory
Policy 7.21	Environmental plans and regulations
Policy 7.22	Land acquisition priorities and coordination

ENVIRONMENT AND WATERSHED HEALTH

Protecting natural resources in development situations

- Policy 7.23 Impact evaluation
- Policy 7.24 Regulatory hierarchy: avoid, minimize, mitigate
- Policy 7.25 Mitigation effectiveness
- Policy 7.26 Improving environmental conditions through development

Aggregate resources

- Policy 7.27 Aggregate resource protection
- Policy 7.28 Aggregate resource development
- Policy 7.29 Mining site reclamation

Watershed-specific policies

Columbia River Watershed

- Policy 7.30 In-water habitat
- Policy 7.31 Sensitive habitats
- Policy 7.32 River-dependent and river-related uses

Willamette River Watershed

- Policy 7.33 Fish habitat
- Policy 7.34 Stream connectivity
- Policy 7.35 River bank conditions
- Policy 7.36 South Reach ecological complex
- Policy 7.37 Contaminated sites
- Policy 7.38 Sensitive habitats
- Policy 7.39 Riparian corridors
- Policy 7.40 Connected upland and river habitats
- Policy 7.41 River-dependent and river-related uses
- Policy 7.42 Forest Park

Columbia Slough Watershed

- Policy 7.43 Fish passage
- Policy 7.44 Flow constriction removal
- Policy 7.45 Riparian corridors
- Policy 7.46 Sensitive habitats
- Policy 7.47 Connecting rivers habitats
- Policy 7.48 Contaminated sites
- Policy 7.49 Portland International Airport

Fanno and Tryon Creek Watersheds

- Policy 7.50 Stream connectivity
- Policy 7.51 Riparian and habitat corridors
- Policy 7.52 Reduced hazard risks

Johnson Creek Watershed

- Policy 7.53 In-stream and riparian habitat
- Policy 7.54 Floodplain restoration
- Policy 7.55 Connected floodplains, springs, and wetlands
- Policy 7.56 Reduced natural hazards
- Policy 7.57 Greenspace network

List of Figures

- 7-1. Portland's Watersheds
- 7-2. Adopted Environmental Plans

Goals

Goal 7.A: Climate

Carbon emissions are reduced to 50 percent below 1990 levels by 2035.

Goal 7.B: Healthy watersheds and environment

Ecosystem services and ecosystem functions are maintained and watershed conditions have improved over time, supporting public health and safety, environmental quality, fish and wildlife, cultural values, economic prosperity, and the intrinsic value of nature.

Goal 7.C: Resilience

Portland's built and natural environments function in complementary ways and are resilient in the face of climate change and natural hazards.

Goal 7.D: Environmental equity

All Portlanders have access to clean air and water, can experience nature in their daily lives, and benefit from development designed to lessen the impacts of natural hazards and environmental contamination.

Goal 7.E: Community stewardship

Portlanders actively participate in efforts to maintain and improve the environment, including watershed health.

Policies

Improving environmental quality and resilience

The following policies are intended to support improving environmental quality and watershed health over time as the city grows. They support Portland's watershed plan goals to restore hydrology, water quality, habitat, and biological communities.

This section calls for preventing incremental environmental degradation, including the spread of invasive species, soil loss, habitat fragmentation, and introduction of hazards to wildlife. Like preventive medicine, preventing environmental degradation is more successful and cost-effective than addressing problems as they increase in severity. These policies support a healthy urban forest and recognize that healthy natural systems reduce natural hazard risks; they also help the City mitigate and adapt to climate change.

These policies recognize that degraded environmental conditions disproportionately affect under-served and under-represented communities. They provide guidance to avoid future disparities and their implementation can help improve existing environmental conditions and the well-being of under-served and under-represented communities.

While some of the impact areas listed below are regulated by other agencies, the City's land use plans and investments can help avoid or reduce impacts, while also improving or supporting efforts to improve conditions over time.

Policy 7.1 Environmental quality. Protect or support efforts to protect air, water, and soil quality, and associated benefits to public and ecological health and safety, through plans and investments.

Policy 7.2 Environmental equity. Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature.

Policy 7.3 Ecosystem services. Consider the benefits provided by healthy ecosystems that contribute to the livability and economic health of the city.

Policy 7.4 Climate change. Update and implement strategies to reduce carbon emissions and impacts, and increase resilience through plans and investments and public education.

7.4.a. Carbon sequestration. Enhance the capacity of Portland's urban forest, soils, wetlands, and other water bodies to serve as carbon reserves.

7.4.b. Climate adaptation and resilience. Enhance the ability of rivers, streams, wetlands, floodplains, urban forest, habitats, and wildlife to limit and adapt to climate-exacerbated flooding, landslides, wildfire, and urban heat island effects.

Policy 7.5 **Air quality.** Improve, or support efforts to improve, air quality through plans and investments, including reducing exposure to air toxics, criteria pollutants, and urban heat island effects. Consider the impacts of air quality on the health of all Portlanders. Coordinate with the Oregon Department of Environmental Quality to incorporate up-to-date air quality information and best practices into planning and investment decisions.

Policy 7.6 **Hydrology.** Improve, or support efforts to improve, watershed hydrology, through plans and investments, to achieve more natural flow and enhance conveyance and storage capacity in rivers, streams, floodplains, wetlands, and aquifers. Minimize impacts from development and associated impervious surfaces, especially in areas with poorly-infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions.

Policy 7.7 **Water quality.** Improve, or support efforts to improve, water quality in rivers, streams, floodplains, groundwater, and wetlands through land use plans and investments, to address water quality issues including toxics, bacteria, temperature, metals, and sediment pollution. Consider the impacts of water quality on the health of all Portlanders.

Policy 7.8 **Biodiversity.** Strive to achieve and maintain self-sustaining populations of native species, including native plants, native resident and migratory fish and wildlife species, at-risk species, and beneficial insects (such as pollinators) through plans and investments.

Policy 7.9 **Habitat and biological communities.** Improve, or support efforts to improve, fish and wildlife habitat and biological communities. Use plans and investments to enhance the diversity, quantity, and quality of habitats habitat corridors, and especially habitats that:

- Are rare or declining.
- Support at-risk plant and animal species and communities.
- Support recovery of species under the Endangered Species Act, and prevent new listings.
- Provide culturally important food sources, including those associated with Native American fishing rights.

Policy 7.10 **Habitat connectivity.** Improve or support efforts to improve terrestrial and aquatic habitat connectivity for fish and wildlife by using plans and investments, to:

- Prevent and repair habitat fragmentation.
- Improve habitat quality.
- Weave habitat into sites as new development occurs.
- Enhance or create habitat corridors that allow fish and wildlife to safely access and move through and between habitat areas.
- Promote restoration and protection of floodplains.

Policy 7.11 **Urban forest.** Improve, or support efforts to improve the quantity, quality, and equitable distribution of Portland’s urban forest through plans and investments.

7.11.a. Tree preservation. Require and incent preservation of large healthy trees, native trees and vegetation, tree groves, and forested areas.

7.11.b. Urban forest diversity. Coordinate plans and investments with efforts to improve tree species diversity and age diversity.

7.11.c. Tree canopy. Coordinate plans and investments toward meeting City tree canopy goals.

7.11.d. Tree planting. Invest in tree planting and maintenance, especially in low-canopy areas, neighborhoods with under-served or under-represented communities, and within and near urban habitat corridors.

7.11.e. Vegetation in natural resource areas. Require native trees and vegetation in significant natural resource areas.

7.11.f. Resilient urban forest. Encourage planting of Pacific Northwest hardy and climate change resilient native trees and vegetation generally, and especially in urban habitat corridors.

7.11.g. Trees in land use planning. Identify priority areas for tree preservation and planting in land use plans, and incent these actions.

7.11.h. Managing wildfire risk. Address wildfire hazard risks and management priorities through plans and investments.

Policy 7.12 **Invasive species.** Prevent or reduce the spread of invasive plants, remove infestations, and support efforts to reduce the impacts of invasive plants, animals, and insects, through plans, investments, and education.

Policy 7.13 **Soils.** Coordinate plans and investments with programs that address human-induced soil loss, erosion, contamination, or other impairments to soil quality and function.

ENVIRONMENT AND WATERSHED HEALTH

- Policy 7.14** **Natural hazards.** Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.
- Policy 7.15** **Brownfield remediation.** Improve environmental quality and watershed health by promoting and facilitating brownfield remediation and redevelopment that incorporates ecological site design and resource enhancement.
- Policy 7.16** **Adaptive management.** Evaluate trends in watershed and environmental health, and use current monitoring data and information to guide and support improvements in the effectiveness of City plans and investments.
- Policy 7.17** **Restoration partnerships.** Coordinate plans and investments with other jurisdictions, air and water quality regulators, watershed councils, soil and water conservation districts, Sovereign nations, and community organizations and groups including under-served and under-represented communities, to optimize the benefits, distribution, and cost-effectiveness of watershed restoration and enhancement efforts.
- Policy 7.18** **Community stewardship.** Encourage voluntary cooperation between property owners, community organizations, and public agencies to restore or re-create habitat on their property, including removing invasive plants and planting native species.

Other policies in Chapters 3: Urban Form and Chapter 4: Design and Development are essential counterparts to policies in the section above.

Planning for natural resource protection

Portland's quality of life depends on maintaining clean air, water, soil, and a healthy environment overall. The policies in this section will preserve and maintain environmental quality by emphasizing protection of natural resources and their functions, consistent with widely accepted ecological principles and scientific literature. These policies call for an up-to-date natural resource inventory, and plans, regulations, and coordinated land acquisition programs to protect significant natural resources and watershed health. They also call for considering potential impacts on public health and safety, equity, and the economy.

- Policy 7.19** **Natural resource protection.** Protect the quantity, quality, and function of significant natural resources identified in the City's natural resource inventory, including:
- Rivers, streams, sloughs, and drainageways.
 - Floodplains.
 - Riparian corridors.

- Wetlands.
- Groundwater.
- Native and other beneficial vegetation species and communities.
- Aquatic and terrestrial habitats, including special habitats or habitats of concern, large anchor habitats, habitat complexes and corridors, rare and declining habitats such as wetlands, native oak, bottomland hardwood forest, grassland habitat, shallow water habitat, and habitats that support special-status or at-risk plant and wildlife species.
- Other resources identified in natural resource inventories.

Policy 7.20 **Natural resource inventory.** Maintain an up-to-date inventory by identifying the location and evaluating the relative quantity and quality of natural resources.

Policy 7.21 **Environmental plans and regulations.** Maintain up-to-date environmental protection plans and regulations that specify the significant natural resources to be protected and the types of protections to be applied, based on the best data and science available and on an evaluation of cumulative environmental, social, and economic impacts and tradeoffs. *See Figure 7-2 — Adopted Environmental Plans.*

7.21.a. Improve the effectiveness of environmental protection plans and regulations to protect and encourage enhancement of ecological functions and ecosystem services.

7.21.b. Prevent or reduce disproportionate environmental impacts on under-served and under-represented communities.

Policy 7.22 **Land acquisition priorities and coordination.** Maintain a land acquisition program as a tool to protect and support natural resources and their functions. Coordinate land acquisition with the programs of City bureaus and other agencies and organizations.

Protecting natural resources in development situations

The following policies provide guidance for land use regulations that address significant natural resources where new development is proposed. They will help ensure that the potential adverse impacts of development are well understood, and avoided where practicable. These policies also call for an evaluation of design alternatives to minimize negative impacts, and the use of mitigation approaches that fully mitigate unavoidable impacts.

ENVIRONMENT AND WATERSHED HEALTH

Policy 7.23 **Impact evaluation.** Evaluate the potential adverse impacts of proposed development on significant natural resources, their functions, and the ecosystem services they provide to inform and guide development design and mitigation consistent with policies 7.24-7.26, and other relevant Comprehensive Plan policies.

Policy 7.24 **Regulatory hierarchy: avoid, minimize, mitigate.** Maintain regulations requiring that the potential adverse impacts of new development on significant natural resources and their functions first be avoided where practicable, then minimized, then lastly, mitigated.

Policy 7.25 **Mitigation effectiveness.** Require that mitigation approaches compensate fully for adverse impacts on locally and regionally significant natural resources and functions. Require mitigation to be located as close to the impact as possible. Mitigation must also take place within the same watershed or portion of the watershed that is within the Portland Urban Services Boundary, unless mitigating outside of these areas will provide a greater local ecological benefit. Mitigation will be subject to the following preference hierarchy:

1. On the site of the resource subject to impact with the same kind of resource; if that is not possible, then
2. Off-site with the same kind of resource; if that is not possible, then
3. On-site with a different kind of resource; if that is not possible, then
4. Off-site with a different kind of resource.

Policy 7.26 **Improving environmental conditions through development.** Encourage ecological site design, site enhancement, or other tools to improve ecological functions and ecosystem services in conjunction with new development and alterations to existing development.

Aggregate resources

Policy 7.27 **Aggregate resource protection.** Protect aggregate resource sites for current and future use where there are no major conflicts with urban needs, or where these conflicts may be resolved.

Policy 7.28 **Aggregate resource development.** When aggregate resources are developed, ensure that development minimizes adverse environmental impacts and impacts on adjacent land uses.

- Policy 7.29 Mining site reclamation.** Ensure that the reclamation of mining sites protects public health and safety, protects fish and wildlife (including at-risk species), enhances or restores habitat (including rare and declining habitat types), restores adequate watershed conditions and functions on the site, and is compatible with the surrounding land uses and conditions of nearby land.

Watershed-specific policies

The policies above guide planning, actions, and investments citywide. The following policies are intended to augment the citywide Watershed Health and Environment policies by providing additional guidance relating and responding to the characteristics within each of Portland's distinctive watersheds. They address watershed-specific habitat types, hydrology, water quality issues, and stormwater management challenges. Together, the citywide and watershed-specific policies support the close coordination of watershed health and land use programs, guiding land use planning-related activities and future infrastructure investments. While these watersheds are not entirely within Portland's urban services boundary, Portland's actions can have significant benefits for the watershed as a whole.

Columbia River Watershed

- Policy 7.30 In-water habitat.** Enhance in-water habitat for native fish and wildlife, particularly in the Oregon Slough and near-shore environments along the Columbia River.
- Policy 7.31 Sensitive habitats.** Enhance grassland, beach, riverbanks, wetlands, bottomland forests, shallow water habitats, and other key habitats for wildlife traveling along the Columbia River migratory corridor, while continuing to manage the levees and floodplain for flood control.
- Policy 7.32 River-dependent and river-related uses.** Maintain plans and regulations that recognize the needs of river-dependent and river-related uses while also supporting ecologically-sensitive site design and practices.

Willamette River Watershed

- Policy 7.33 Fish habitat.** Provide adequate intervals of ecologically-functional shallow-water habitat for native fish along the entire length of the Willamette River within the city, and at the confluences of its tributaries.
- Policy 7.34 Stream connectivity.** Improve stream connectivity between the Willamette River and its tributaries.
- Policy 7.35 River bank conditions.** Preserve existing river bank habitat and encourage the rehabilitation of river bank sections that have been significantly altered due to development with more fish and wildlife friendly riverbank conditions.

ENVIRONMENT AND WATERSHED HEALTH

- Policy 7.36** **South Reach ecological complex.** Enhance habitat quality and connections between Ross Island, Oaks Bottom, and riverfront parks and natural areas south of the Central City, to enhance the area as a functioning ecological complex.
- Policy 7.37** **Contaminated sites.** Promote and support programs that facilitate the cleanup, reuse, and restoration of the Portland Harbor Superfund site and other contaminated upland sites.
- Policy 7.38** **Sensitive habitats.** Protect and enhance grasslands, beaches, floodplains, wetlands, remnant native oak, bottomland hardwood forest, and other key habitats for native wildlife including shorebirds, waterfowl, and species that migrate along the Pacific Flyway and the Willamette River corridor.
- Policy 7.39** **Riparian corridors.** Increase the width and quality of vegetated riparian buffers along the Willamette River.
- Policy 7.40** **Connected upland and river habitats.** Enhance habitat quality and connectivity between the Willamette riverfront, the Willamette’s floodplain, and upland natural resource areas.
- Policy 7.41** **River-dependent and river-related uses.** Develop and maintain plans and regulations that recognize the needs of river-dependent and river-related uses, while also supporting ecologically-sensitive site design and practices.
- Policy 7.42** **Forest Park.** Enhance Forest Park as an anchor habitat and recreational resource.

Columbia Slough Watershed

- Policy 7.43** **Fish passage.** Restore in-stream habitat and improve fish passage within the Columbia Slough, including for salmonids in the lower slough.
- Policy 7.44** **Flow constriction removal.** Reduce constriction, such as culverts, in the slough channels, to improve the flow of water and water quality.
- Policy 7.45** **Riparian corridors.** Increase the width, quality, and native plant diversity of vegetated riparian buffers along Columbia Slough channels and other drainageways within the watershed, while also managing the slough for flood control.
- Policy 7.46** **Sensitive habitats.** Enhance grasslands and wetland habitats in the Columbia Slough, such as those found in the Smith and Bybee Lakes and at the St. Johns Landfill site, to provide habitat for sensitive species, and for wildlife traveling along the Columbia and Willamette river migratory corridors.

- Policy 7.47** **Connected rivers habitats.** Enhance upland habitat connections to the Willamette and Columbia rivers.
- Policy 7.48** **Contaminated sites.** Ensure that plans and investments are consistent with and advance programs that facilitate the cleanup, reuse, and restoration of contaminated sites that are adjacent, or that discharge stormwater, to the Columbia Slough.
- Policy 7.49** **Portland International Airport.** Protect, restore, and enhance natural resources and functions in the Portland International Airport plan district, as identified in Portland International Airport/Middle Columbia Slough Natural Resources Inventory. Accomplish this through regulations, voluntary strategies, and the implementation of special development standards.

Fanno and Tryon Creek Watersheds

- Policy 7.50** **Stream connectivity.** Encourage the daylighting of piped portions of Tryon and Fanno creeks and their tributaries.
- Policy 7.51** **Riparian and habitat corridors.** Protect and enhance riparian habitat quality and connectivity along Tryon and Fanno creeks and their tributaries. Enhance connections between riparian areas, parks, anchor habitats, and areas with significant tree canopy. Enhance in-stream and upland habitat connections between Tryon Creek State Natural Area and the Willamette River.
- Policy 7.52** **Reduced hazard risks.** Reduce the risks of landslides and streambank erosion by protecting trees and vegetation that absorb stormwater, especially in areas with steep slopes or limited access to stormwater infrastructure.

Johnson Creek Watershed

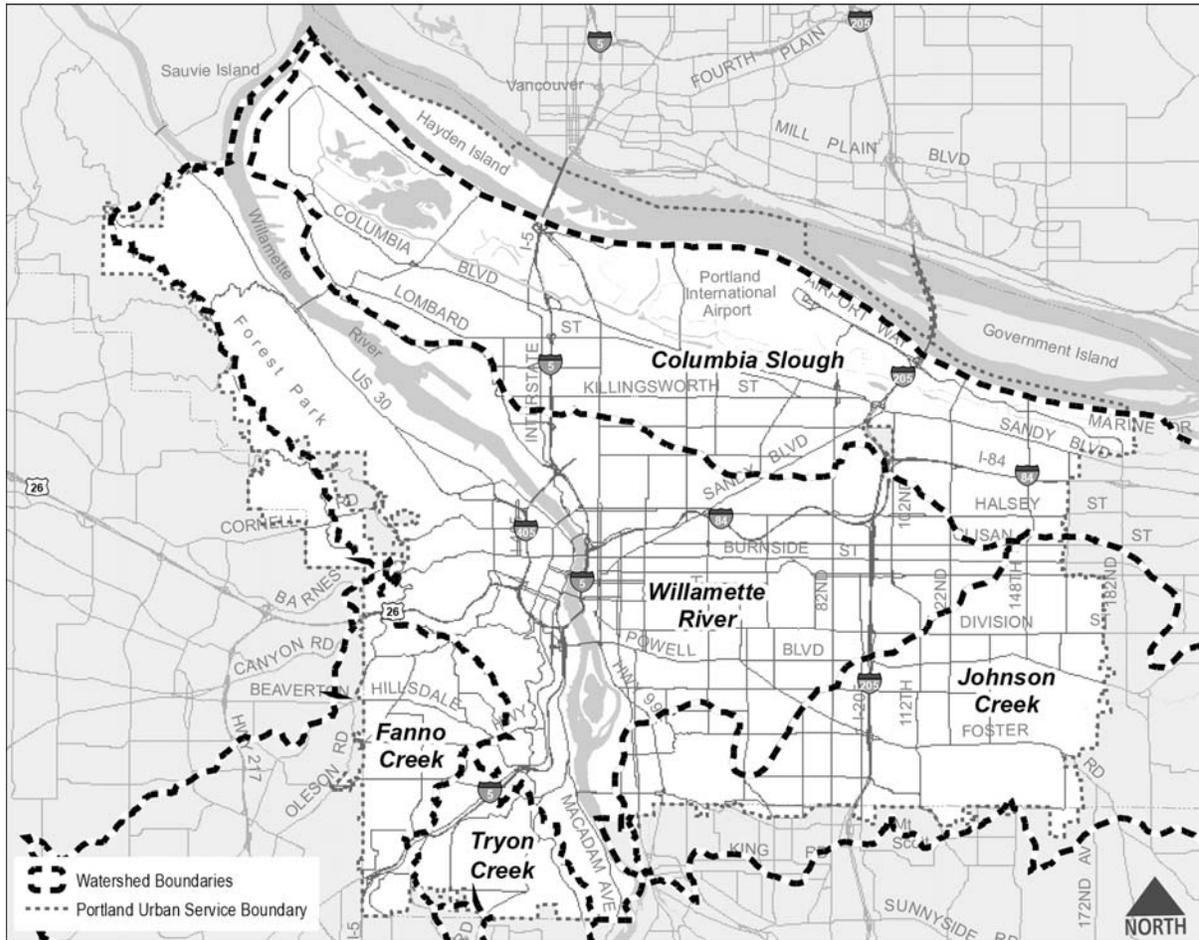
- Policy 7.53** **In-stream and riparian habitat.** Enhance in-stream and riparian habitat and improve fish passage for salmonids along Johnson Creek and its tributaries.
- Policy 7.54** **Floodplain restoration.** Enhance Johnson Creek floodplain functions to increase flood-storage capacity, improve water quality, and enhance fish and wildlife habitat.
- Policy 7.55** **Connected floodplains, springs, and wetlands.** Enhance hydrologic and habitat connectivity between the Johnson Creek floodplain and its springs and wetlands.
- Policy 7.56** **Reduced natural hazards.** Reduce the risks of landslides, streambank erosion and downstream flooding by protecting seeps, springs, trees, vegetation, and soils that absorb stormwater in the East Buttes.

ENVIRONMENT AND WATERSHED HEALTH

Policy 7.57 Greenspace network. Enhance the network of parks, trails, and natural areas near the Springwater Corridor Trail and the East Buttes to enhance habitat connectivity and nature-based recreation in East Portland.

For additional policy guidance regarding geographically-specific issues and opportunities, see Chapter 4: Design and Development. More specific flood management policies are in Chapter 8: Public Facilities and Services.

Figure 7-1. Portland's Watersheds



ENVIRONMENT AND WATERSHED HEALTH

Figure 7-2. Adopted Environmental Plans

Plan	Ordinance No.	Effective dates
Columbia Corridor Industrial and Environmental Mapping Project	NA	1989
Balch Creek Watershed Protection Plan	163770	1990
Columbia South Shore Plan	163609, 167127	1990, 1993
Johnson Creek Basin Protection Plan	164472	1991
Northwest Hills Natural Areas Protection Plan	164517, 168699	1991, 1995
Southwest Hills Resource Protection Plan	165002	1992
East Buttes, Terraces and Wetlands Conservation Plan	166572	1993
Fanno Creek and Tributaries Conservation Plan	167293	1994
Skyline West Conservation Plan	168154	1994
Boring Lava Domes Supplement to the Johnson creek Basin Protection Plan	171740	1997
Portland International Raceway Plan	172978	1999
Multnomah County-Portland Unincorporated Urban Areas Functional Plan Compliance Project	County Ordinance No. 967	2001
Pleasant Valley Plan	178961	2004
Cascade Station/Portland International Center Plan	179076	2005
Portland International Airport Plan	184521	2011

Chapter 8: Public Facilities and Services

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Set clear standards for service delivery and system expansion for public rights-of-way, sanitary and stormwater systems, water, parks and recreation, public safety and emergency response, solid waste management, school facilities, technology access, and energy infrastructure.
- Emphasize the development of facilities that serve multiple goals.
- Affirm methods for interagency and intergovernmental coordination.
- Advance an adaptive management approach to improve reliability and resilience.
- Provide more equitable service delivery.
- Reduce risks to human and environmental health and safety.

Why is this important?

High-quality and dependable basic public services, like clean water and reliable sewer and stormwater management services, are essential to Portland's future success. Cost-effective and dependable services improve quality of life, affordability, and make Portland a more attractive place to do business. Well-built and well-maintained facilities also help the city recover from damaging natural events and emergencies. The City's public facilities and services can also help create a vibrant public realm.

The City's public facility systems provide water, sewer, transportation, parks, and civic services. Public facilities include the varied and extensive networks of streets and pipes, as well as parks and natural areas, which not only manage stormwater and flooding, but also help provide places for recreation. Public services include things like public transportation and police, fire, and emergency response. In addition, services such as access to broadband technology, electricity and natural gas, and comprehensive waste, recycling, and composting services are essential for households and businesses. It takes the collective and coordinated effort of multiple agencies and regulated utilities to maintain and operate the complex systems used to manage and provide these necessities to Portlanders.

PUBLIC FACILITIES AND SERVICES

Public agencies aim to provide basic services to all Portlanders. However, for a variety of reasons, not all services are distributed equitably across the city. The agencies charged with managing public facility systems must balance the need to maintain existing services and infrastructure with the need to bring new or improved services to more recently annexed areas of the city, to under-served and under-represented communities, and to new residents and businesses. In addition, these improvements must be made in ways that meet federal, state, and regional regulations.

Given the likelihood of environmental, economic, and technological change in the next 20 years, the agencies that deliver, build, and manage services and facilities must reinvent systems and facilities to satisfy multiple uses, withstand environmental stress, and adapt to changing circumstances. The goals and policies in this chapter support the equitable, efficient, and adaptive management approaches that are needed to provide high-quality facilities and services to all Portlanders, including those in future generations.

Table of Contents

Goals

Goal 8.A	Quality public facilities and services
Goal 8.B	Multiple benefits
Goal 8.C	Reliability and resiliency
Goal 8.D	Public rights-of-way
Goal 8.E	Sanitary and stormwater systems
Goal 8.F	Flood management
Goal 8.G	Water
Goal 8.H	Parks, natural areas, and recreation
Goal 8.I	Public safety and emergency response
Goal 8.J	Solid waste management
Goal 8.K	School facilities
Goal 8.L	Technology and communications
Goal 8.M	Energy infrastructure and services

Policies

Service provision

Policy 8.1	Urban services boundary
Policy 8.2	Rural, urbanizable, and urban public facility needs
Policy 8.3	Urban service delivery
Policy 8.4	Supporting facilities and systems
Policy 8.5	Planning service delivery

Service coordination

Policy 8.6	Interagency coordination
Policy 8.7	Outside contracts
Policy 8.8	Public service coordination
Policy 8.9	Internal coordination
Policy 8.10	Co-location

Service extension

Policy 8.11	Annexation
Policy 8.12	Feasibility of service
Policy 8.13	Orderly service extension
Policy 8.14	Coordination of service extension
Policy 8.15	Services to unincorporated urban pockets
Policy 8.16	Orderly urbanization
Policy 8.17	Services outside the city limits
Policy 8.18	Service district expansion
Policy 8.19	Rural service delivery

PUBLIC FACILITIES AND SERVICES

Public investment

- Policy 8.20 Regulatory compliance
- Policy 8.21 System capacity
- Policy 8.22 Equitable service
- Policy 8.23 Asset management
- Policy 8.24 Risk management
- Policy 8.25 Critical infrastructure
- Policy 8.26 Capital programming

Funding

- Policy 8.27 Cost-effectiveness
- Policy 8.28 Shared costs
- Policy 8.29 System development
- Policy 8.30 Partnerships

Public benefits

- Policy 8.31 Application of Guiding Principles
- Policy 8.32 Community benefits
- Policy 8.33 Community knowledge and experience
- Policy 8.34 Resource efficiency
- Policy 8.35 Natural systems
- Policy 8.36 Context-sensitive infrastructure
- Policy 8.37 Site- and area-specific needs
- Policy 8.38 Age-friendly public facilities

Public rights-of-way

- Policy 8.39 Interconnected network
- Policy 8.40 Transportation function
- Policy 8.41 Utility function
- Policy 8.42 Stormwater management
- Policy 8.43 Trees in rights-of-way
- Policy 8.44 Community uses
- Policy 8.45 Pedestrian amenities
- Policy 8.46 Commercial uses
- Policy 8.47 Flexible design
- Policy 8.48 Corridors and City Greenways
- Policy 8.49 Coordination
- Policy 8.50 Undergrounding
- Policy 8.51 Right-of-way vacations
- Policy 8.52 Rail rights-of-way

Transportation system

See Chapter 9: Transportation of this Comprehensive Plan

Trails

- Policy 8.53 Public trails
- Policy 8.54 Trail system connectivity
- Policy 8.55 Trail coordination
- Policy 8.56 Trail diversity
- Policy 8.57 Public access requirements
- Policy 8.58 Trail and City Greenway coordination
- Policy 8.59 Trail and Habitat Corridor coordination
- Policy 8.60 Intertwine coordination

Sanitary and stormwater systems**Sanitary systems**

- Policy 8.61 Sewer connections
- Policy 8.62 Combined sewer overflows
- Policy 8.63 Sanitary sewer overflows
- Policy 8.64 Private sewage treatment systems
- Policy 8.65 Sewer extensions
- Policy 8.66 Pollution prevention
- Policy 8.67 Treatment

Stormwater systems

- Policy 8.68 Stormwater facilities
- Policy 8.69 Stormwater as a resource
- Policy 8.70 Natural systems
- Policy 8.71 Green infrastructure
- Policy 8.72 Stormwater discharge
- Policy 8.73 On-site stormwater management
- Policy 8.74 Pollution prevention
- Policy 8.75 Stormwater partnerships

Flood management

- Policy 8.76 Flood management
- Policy 8.77 Floodplain management
- Policy 8.78 Floodplain management facilities
- Policy 8.79 Drainage district coordination
- Policy 8.80 Levee coordination

Water systems

- Policy 8.81 Primary supply source
- Policy 8.82 Bull Run protection
- Policy 8.83 Secondary supply sources
- Policy 8.84 Groundwater wellfield protection
- Policy 8.85 Water quality
- Policy 8.86 Storage
- Policy 8.87 Fire protection
- Policy 8.88 Water pressure
- Policy 8.89 Water efficiency

PUBLIC FACILITIES AND SERVICES

- Policy 8.90 Service interruptions
- Policy 8.91 Outside user contracts

Parks and recreation

- Policy 8.92 Acquisition, development, and maintenance
- Policy 8.93 Service equity
- Policy 8.94 Capital programming
- Policy 8.95 Park planning
- Policy 8.96 Recreational trails
- Policy 8.97 Natural resources
- Policy 8.98 Urban forest management
- Policy 8.99 Recreational facilities
- Policy 8.100 Self-sustaining Portland International Raceway (PIR)
- Policy 8.101 Self-sustaining and inclusive golf facilities
- Policy 8.102 Specialized recreational facilities
- Policy 8.103 Public-private partnerships

Public safety and emergency response

- Policy 8.104 Emergency preparedness, response, and recovery coordination
- Policy 8.105 Emergency management facilities
- Policy 8.106 Police facilities
- Policy 8.107 Community safety centers
- Policy 8.108 Fire facilities
- Policy 8.109 Mutual aid
- Policy 8.110 Community preparedness
- Policy 8.111 Continuity of operations

Solid waste management

- Policy 8.112 Waste management

School facilities

- Policy 8.113 School district capacity
- Policy 8.114 Facilities planning
- Policy 8.115 Co-location
- Policy 8.116 Community use
- Policy 8.117 Recreational use
- Policy 8.118 Schools as emergency aid centers
- Policy 8.119 Facility adaptability
- Policy 8.120 Leverage public investment
- Policy 8.121 School access
- Policy 8.122 Private institutions

Technology and communications

- Policy 8.123 Technology and communication systems
- Policy 8.124 Equity, capacity, and reliability

Energy infrastructure

Policy 8.125 Energy efficiency

Policy 8.126 Coordination

List of Figures

8-1. Urban, Urbanizable, and Rural Lands

8-2. Future Public Trails Alignments

Goals

Goal 8.A: Quality public facilities and services

High-quality public facilities and services provide Portlanders with optimal levels of service throughout the city, based on system needs and community goals, and in compliance with regulatory mandates.

Goal 8.B: Multiple benefits

Public facility and service investments improve equitable service provision, support economic prosperity, and enhance human and environmental health.

Goal 8.C: Reliability and resiliency

Public facilities and services are reliable, able to withstand or recover from catastrophic natural and manmade events, and are adaptable and resilient in the face of long-term changes in the climate, economy, and technology.

Goal 8.D: Public rights-of-way

Public rights-of-way enhance the public realm and provide a multi-purpose, connected, safe, and healthy physical space for movement and travel, public and private utilities, and other appropriate public functions and uses.

Goal 8.E: Sanitary and stormwater systems

Wastewater and stormwater are managed, conveyed, and/or treated to protect public health, safety, and the environment, and to meet the needs of the community on an equitable, efficient, and sustainable basis.

Goal 8.F: Flood management

Flood management systems and facilities support watershed health and manage flooding to reduce adverse impacts on Portlanders' health, safety, and property.

Goal 8.G: Water

Reliable and adequate water supply and delivery systems provide sufficient quantities of high-quality water at adequate pressures to meet the needs of the community on an equitable, efficient, and sustainable basis.

Goal 8.H: Parks, natural areas, and recreation

All Portlanders have safe, convenient, and equitable access to high-quality parks, natural areas, trails, and recreational opportunities in their daily lives, which contribute to their health and well-being. The City manages its natural areas and urban forest to protect unique urban habitats and offer Portlanders an opportunity to connect with nature.

Goal 8.I: Public safety and emergency response

Portland is a safe, resilient, and peaceful community where public safety, emergency response, and emergency management facilities and services are coordinated and able to effectively and efficiently meet community needs.

Goal 8.J: Solid waste management

Residents and businesses have access to waste management services and are encouraged to be thoughtful consumers to minimize upstream impacts and avoid generating waste destined for the landfill. Solid waste — including food, yard debris, recyclables, electronics, and construction and demolition debris — is managed, recycled, and composted to ensure the highest and best use of materials.

Goal 8.K: School facilities

Public schools are honored places of learning as well as multifunctional neighborhood anchors serving Portlanders of all ages, abilities, and cultures.

Goal 8.L: Technology and communications

All Portland residences, businesses, and institutions have access to universal, affordable, and reliable state-of-the-art communication and technology services.

Goal 8.M: Energy infrastructure and services

Residents, businesses, and institutions are served by reliable energy infrastructure that provides efficient, low-carbon, affordable energy through decision-making based on integrated resource planning.

Policies

Service provision and urbanization

The policies in this section support the maintenance of an urban services boundary to coordinate planning and provision of public facilities. These policies also identify which urban facilities and services are and will be provided by the City of Portland within this boundary. This section supports Statewide Planning Goal 11 — Public Facilities.

The Portland Comprehensive Plan addresses three distinct types of land: rural, urbanizable, and urban. Some rural land is within the City Limits, having been annexed prior to establishment of the Regional Urban Growth Boundary. This land must maintain its rural character, and public facilities and services in this area should be planned accordingly. Urbanizable land is beyond the City Limits, within the Regional Urban Growth Boundary and within the City's Urban Services Boundary. Urbanizable land will eventually be annexed to the City of Portland, and full urban services may then be extended. Urban land is within the City Limits, the Regional Urban Growth Boundary, and the City's Urban Services Boundary.

Policy 8.1 **Urban services boundary.** Maintain an Urban Services Boundary for the City of Portland that is consistent with the regional urban growth policy, in cooperation with neighboring jurisdictions. The Urban Services Boundary is shown on the Comprehensive Plan Map.

Policy 8.2 **Rural, urbanizable, and urban public facility needs.** Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. *See Figure 8-1 — Urban, Urbanizable, and Rural Lands.*

Policy 8.3 **Urban service delivery.** Provide the following public facilities and services at urban levels of service to urban lands within the City's boundaries of incorporation:

- Public rights-of-way, streets, and public trails
- Sanitary sewers and wastewater treatment
- Stormwater management and conveyance
- Flood management
- Protection of the waterways of the state
- Water supply
- Police, fire, and emergency response
- Parks, natural areas, and recreation
- Solid waste regulation

Policy 8.4 **Supporting facilities and systems.** Maintain supporting facilities and systems, including public buildings, technology, fleet, and internal service infrastructure, to enable the provision of public facilities and services.

Policy 8.5 **Planning service delivery.** Provide planning, zoning, building, and subdivision control services within the boundaries of incorporation, and as otherwise provided by intergovernmental agreement within the City’s Urban Services Boundary.

Service coordination

While the City of Portland is the primary provider of many urban facilities and services within city limits, other public and private agencies also provide public facilities and services. The City has a responsibility for, and an interest in, the planning, coordination, provision, and, in some cases, regulation of these facilities and services. The following policies identify other public facility providers and encourage planning and service coordination — both within the city boundaries and between the City and partner agencies — to meet the needs of people and businesses.

Policy 8.6 **Interagency coordination.** Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary to ensure effective and efficient service delivery. *See Policy 8.3 for the list of services included.* Such jurisdictions and agencies include, but may not be limited to:

- Multnomah County for transportation facilities and public safety.
- State of Oregon for transportation and parks facilities and services.
- TriMet for public transit facilities and services.
- Port of Portland for air and marine facilities and services.
- Metro for regional parks and natural areas, and for solid waste, composting, and recycling facilities and transfer stations.
- Gresham, Milwaukie, Clackamas County Service District #1, and Clean Water Services for sanitary sewer conveyance and treatment.
- Multnomah County Drainage District No. 1, Peninsula Drainage District No 1, and Peninsula Drainage District No. 2 for stormwater management and conveyance, and for flood mitigation, protection, and control.
- Rockwood People’s Utility District; Sunrise Water Authority; and the Burlington, Tualatin Valley, Valley View, West Slope, Palatine Hill, Alto Park, and Clackamas River Water Districts for water distribution.
- Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale school districts for public education, park, trail, and recreational facilities.

PUBLIC FACILITIES AND SERVICES

- Policy 8.7** **Outside contracts.** Coordinate with jurisdictions and agencies outside of Portland where the City provides services under agreement.
- Policy 8.8** **Public service coordination.** Coordinate with the planning efforts of agencies providing public education, public health services, community centers, urban forest management, library services, justice services, energy, and technology and communications services.
- Policy 8.9** **Internal coordination.** Coordinate planning and provision of public facilities and services, including land acquisition, among City agencies, including internal service bureaus.
- Policy 8.10** **Co-location.** Encourage co-location of public facilities and services across providers where co-location improves service delivery efficiency and access for historically under-represented and under-served communities.

Service extension

The policies in this section outline the City’s approach towards annexation and service extension to newly-incorporated areas.

- Policy 8.11** **Annexation.** Require annexation of unincorporated urbanizable areas within the City’s Urban Services Boundary as a prerequisite to receive urban services.
- Policy 8.12** **Feasibility of service.** Evaluate the physical feasibility and cost-effectiveness of extending urban public services to candidate annexation areas to ensure sensible investment and to set reasonable expectations.
- Policy 8.13** **Orderly service extension.** Establish or improve urban public services in newly-annexed areas to serve designated land uses at established levels of service, as funds are available and as responsible engineering practice allows.
- Policy 8.14** **Coordination of service extension.** Coordinate provision of urban public services to newly-annexed areas so that provision of any given service does not stimulate development that significantly hinders the City’s ability to provide other urban services at uniform levels.
- Policy 8.15** **Services to unincorporated urban pockets.** Plan for future delivery of urban services to urbanizable areas that are within the Urban Services Boundary but outside the city limits.
- Policy 8.16** **Orderly urbanization.** Coordinate with counties, neighboring jurisdictions, and other special districts to ensure consistent management of annexation requests, and to establish rational and orderly process of urbanization that maximize efficient use of public funds.

- Policy 8.17 Services outside the city limits.** Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside city limits, except in cases where the City has agreements or contracts in place.
- Policy 8.18 Service district expansion.** Prohibit service district expansion or creation within the City’s Urban Services Boundary without the City’s expressed consent.
- Policy 8.19 Rural service delivery.** Provide the public facilities and services identified in Policy 8.3 in rural areas only at levels necessary to support designated rural residential land uses and protect public health and safety. Prohibit sanitary sewer extensions into rural land and limit other urban services.

Public investment

The following policies support investments in Portland’s public facility systems to maintain and improve system capacity, resolve service deficiencies, and properly manage assets. They also reduce risks to the economy, environment, and community. Such investments enable the City to provide levels-of-service to meet the needs of residents and businesses.

- Policy 8.20 Regulatory compliance.** Ensure public facilities and services remain in compliance with state and federal regulations. Work toward cost-effective compliance with federal and state mandates through intergovernmental coordination and problem solving.
- Policy 8.21 System capacity.** Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.
- Policy 8.22 Equitable service.** Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.
- 8.22.a.** In places that are not expected to grow significantly but have existing deficiencies, invest to reduce disparity and improve livability.
- 8.22.b.** In places that lack basic public facilities or services and also have significant growth potential, invest to enhance neighborhoods, fill gaps, maintain affordability, and accommodate growth.
- 8.22.c.** In places that are not expected to grow significantly and already have access to complete public facilities and services, invest primarily to maintain existing facilities and retain livability.

PUBLIC FACILITIES AND SERVICES

8.22.d. In places that already have access to complete public facilities and services, but also have significant growth potential, invest to fill remaining gaps, maintain affordability, and accommodate growth.

Policy 8.23 **Asset management.** Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.

Policy 8.24 **Risk management.** Maintain and improve Portland’s public facilities to minimize or eliminate economic, social, public health and safety, and environmental risks.

Policy 8.25 **Critical infrastructure.** Increase the resilience of high-risk and critical infrastructure through monitoring, planning, maintenance, investment, adaptive technology, and continuity planning.

Policy 8.26 **Capital programming.** Maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

Funding

Portland’s investments in the public facility systems necessary to serve designated land uses are funded through a variety of mechanisms, including taxes, user rates and fees, system development charges, and partnerships. The policies in this section acknowledge and support cost-effective service provision, maintenance of diverse funding streams to support the public’s investments, and equitable sharing of the costs of investing in and maintaining the City’s public facilities.

Policy 8.27 **Cost-effectiveness.** Establish, improve, and maintain the public facilities necessary to serve designated land uses in ways that cost-effectively provide desired levels of service, consider facilities’ lifecycle costs, and maintain the City’s long-term financial sustainability.

Policy 8.28 **Shared costs.** Ensure the costs of constructing and providing public facilities and services are equitably shared by those who benefit from the provision of those facilities and services.

Policy 8.29 **System development.** Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.

Policy 8.30 Partnerships. Maintain or establish public and private partnerships for the development, management, or stewardship of public facilities necessary to serve designated land uses, as appropriate.

Public benefits

The following policies support investments to improve equity, economic prosperity, human and watershed health, and resiliency while minimizing negative impacts. They also recognize that the public facility and service needs, and the appropriate approaches to meeting those needs, vary throughout the city. See *Chapter 2: Community Involvement* for policies related to community engagement in public facility decisions.

Policy 8.31 Application of Guiding Principles. Plan and invest in public facilities in ways that promote and balance the Guiding Principles established in The Vision and Guiding Principles of this Comprehensive Plan.

Policy 8.32 Community benefits. Encourage providing additional community benefits with large public facility projects as appropriate to address environmental justice policies in Chapter 2: Community Involvement.

Policy 8.33 Community knowledge and experience. Encourage public engagement processes and strategies for large public facility projects to include community members in identifying potential impacts, mitigation measures, and community benefits.

Policy 8.34 Resource efficiency. Reduce the energy and resource use, waste, and carbon emissions from facilities necessary to serve designated land uses to meet adopted City goals and targets.

Policy 8.35 Natural systems. Protect, enhance, and restore natural systems and features for their infrastructure service and other values.

Policy 8.36 Context-sensitive infrastructure. Design, improve, and maintain public rights-of-way and facilities in ways that are compatible with, and that minimize negative impacts on, their physical, environmental, and community context.

Policy 8.37 Site- and area-specific needs. Allow for site- and area-specific public facility standards, requirements, tools, and policies as needed to address distinct topographical, geologic, environmental, and other conditions.

Policy 8.38 Age-friendly public facilities. Promote public facility designs that make Portland more age-friendly.

Public rights-of-way

The policies in this section support the role of public rights-of-way in providing multiple public services, including multimodal transportation access and movement, stormwater management, water distribution, private utilities, tree canopy, and community use, among others. Current practices and the Portland Plan regard public rights-of-way as a coordinated and interconnected network that provides a place for these multiple public facilities and functions.

- Policy 8.39** **Interconnected network.** Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.
- Policy 8.40** **Transportation function.** Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the designated street classification.
- Policy 8.41** **Utility function.** Improve and maintain the right-of-way to support equitable distribution of utilities, including water, sanitary sewer, stormwater management, energy, and communications, as appropriate.
- Policy 8.42** **Stormwater management function.** Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired levels-of-service and economic, social, and environmental objectives.
- Policy 8.43** **Trees in rights-of-way.** Integrate trees into public rights-of-way to support City canopy goals, transportation functions, and economic, social, and environmental objectives.
- Policy 8.44** **Community uses.** Allow community use of rights-of-way for purposes such as public gathering space, events, food production, or temporary festivals, as long as the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways.
- Policy 8.45** **Pedestrian amenities.** Encourage facilities that enhance pedestrian enjoyment, such as transit shelters, garbage containers, benches, etc. in the right of way.
- Policy 8.46** **Commercial uses.** Accommodate allowable commercial uses of the rights-of-way for the purpose of enhancing commercial vitality, if the commercial uses can be integrated in ways that balance and minimize conflict with the other functions of the right-of-way. Restrict the size of signage in the right-of-way.
- Policy 8.47** **Flexible design.** Allow flexibility in right-of-way design and development standards to appropriately reflect the pattern area and other relevant physical, community, and environmental contexts and local needs.

Policy 8.48 **Corridors and City Greenways.** Ensure public facilities located along Civic Corridors, Neighborhood Corridors, and City Greenways support the multiple objectives established for these corridors.

Corridor and City Greenway goals and policies are listed in Chapter 3: Urban Form.

Policy 8.49 **Coordination.** Coordinate the planning, design, development, improvement, and maintenance of public rights-of-way among appropriate public agencies, private providers, and adjacent landowners.

8.49.a. Coordination efforts should include the public facilities necessary to support the uses and functions of rights-of-way, as established in policies 8.40 to 8.46.

8.49.b. Coordinate transportation and stormwater system plans and investments, especially in unimproved or substandard rights-of-way, to improve water quality, public safety, including for pedestrians and bicyclists, and neighborhood livability.

Policy 8.50 **Undergrounding.** Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way, especially in centers and along Civic Corridors.

Policy 8.51 **Right-of-way vacations.** Maintain rights-of-way if there is an established existing or future need for them, such as for transportation facilities or for other public functions established in policies 8.40 to 8.46.

Policy 8.52 **Rail rights-of-way.** Preserve existing and abandoned rail rights-of-way for future rail or public trail uses.

Transportation system

Additional goals and policies specifically related to transportation can be found in Chapter 9: Transportation of this Comprehensive Plan.

Trails

The City of Portland's trail system is a key part of both the City's multi-modal transportation system and its recreation system. Trails within this system take many different forms and are located within the right-of-way and on public and private property. Trails provide Portlanders with local and regional pedestrian and bicycle connections and access to many key destinations within the city. They also provide a place to recreate and allow Portlanders to experience the city's parks and natural areas. Trails play a particularly important role in meeting pedestrian and bicyclist mobility and connectivity needs in western neighborhoods.

PUBLIC FACILITIES AND SERVICES

See *Western Neighborhood Pattern Area Policies 3.100 and 3.103*. The policies in this section support continued improvement, management, and coordination of the trail system.

- Policy 8.53** **Public trails.** Establish, improve, and maintain a citywide system of local and regional public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.
- Policy 8.54** **Trail system connectivity.** Plan, improve, and maintain the citywide trail system so that it connects and improves access to Portland’s neighborhoods, commercial areas, employment centers, schools, parks, natural areas, recreational facilities, regional destinations, the regional trail system, and other key places that Portlanders access in their daily lives.
- Policy 8.55** **Trail coordination.** Coordinate planning, design, improvement, and maintenance of the trail system among City agencies, other public agencies, non-governmental partners, and adjacent landowners.
- Policy 8.56** **Trail diversity.** Allow a variety of trail types to reflect a trail’s transportation and recreation roles, requirements, and physical context.
- Policy 8.57** **Public access requirements.** Require public access and improvement of Major Public Trails as shown in Figure 8-2 — Major Public Trails. Major Public Trails include regional trails and other significant trail connections that provide for the movement of pedestrians, cyclists, and other users for recreation and transportation purposes.
- Policy 8.58** **Trail and City Greenway coordination.** Coordinate the planning and improvement of trails as part of the City Greenways system. *See Chapter 3: Urban Form for additional policies related to City Greenways.*
- Policy 8.59** **Trail and Habitat Corridor coordination.** Coordinate the planning and improvement of trails with the establishment, enhancement, preservation, and access to habitat corridors. *See Chapter 3: Urban Form for additional policies related to Habitat Corridors.*
- Policy 8.60** **Intertwine coordination.** Coordinate with the Intertwine Alliance and its partners, including local and regional parks providers, to integrate Portland’s trail and active transportation network with the bi-state regional trail system.

Sanitary and stormwater systems

The City's sewer and drainage system accommodates Portland's current and future needs. It also protects public health, water quality, and the environment. Using asset management and watershed health as goals and guides, the City considers the whole watershed as an interconnected hydrologic system.

The City manages sanitary sewage through an extensive piped collection and treatment system, including two wastewater treatment plants that discharge to the Columbia and Willamette rivers. Stormwater is managed and conveyed through a variety of facilities, including pipes, sumps, surface facilities, and natural drainageways. Green infrastructure, including landscaped stormwater facilities and natural resources such as trees and natural areas, is an important part of the stormwater system. Private property investments and public-private partnerships also play key roles in the management of stormwater.

The policies below ensure effective sanitary and stormwater systems.

Sanitary system

- Policy 8.61 Sewer connections.** Require all developments within the city limits to be connected to sanitary sewers unless the public sanitary system is not physically or legally available per City Code and state requirements; or the existing onsite septic system is functioning properly without failure or complaints per City Code and state requirements; and the system has all necessary state and county permits.
- Policy 8.62 Combined sewer overflows.** Provide adequate public facilities to limit combined sewer overflows to frequencies established by regulatory permits.
- Policy 8.63 Sanitary sewer overflows.** Provide adequate public facilities to prevent sewage releases to surface waters as consistent with regulatory permits.
- Policy 8.64 Private sewage treatment systems.** Adopt land use regulations that require any proposed private sewage treatment system to demonstrate that all necessary state and county permits are obtained.
- Policy 8.65 Sewer extensions.** Prioritize sewer system extensions to areas that are already developed at urban densities and where health hazards exist.
- Policy 8.66 Pollution prevention.** Reduce the need for wastewater treatment capacity through land use programs and public facility investments that manage pollution as close to its source as practical and that reduce the amount of pollution entering the sanitary system.
- Policy 8.67 Treatment.** Provide adequate wastewater treatment facilities to ensure compliance with effluent standards established in regulatory permits.

Stormwater system

- Policy 8.68 Stormwater facilities.** Provide adequate stormwater facilities for conveyance, flow control, and pollution reduction.
- Policy 8.69 Stormwater as a resource.** Manage stormwater as a resource for watershed health and public use in ways that protect and restore the natural hydrology, water quality, and habitat of Portland’s watersheds.
- Policy 8.70 Natural systems.** Protect and enhance the stormwater management capacity of natural resources such as rivers, streams, creeks, drainageways, wetlands, and floodplains.
- Policy 8.71 Green infrastructure.** Promote the use of green infrastructure, such as natural areas, the urban forest, and landscaped stormwater facilities, to manage stormwater.
- Policy 8.72 Stormwater discharge.** Avoid or minimize the impact of stormwater discharges on the water and habitat quality of rivers and streams.
- Policy 8.73 On-site stormwater management.** Encourage on-site stormwater management, or management as close to the source as practical, through land use decisions and public facility investments.
- Policy 8.74 Pollution prevention.** Coordinate policies, programs, and investments with partners to prevent pollutants from entering the stormwater system by managing point and non-point pollution sources through public and private facilities, local regulations, and education.
- Policy 8.75 Stormwater partnerships.** Provide stormwater management through coordinated public and private facilities, public-private partnerships, and community stewardship.

Flood management

Portland’s floodplain areas are primarily along the Columbia River, Willamette River, Columbia Slough, Johnson Creek, and low elevation areas along smaller tributary streams. In accordance with state and federal regulations, the City of Portland, Multnomah County Drainage District, and Peninsula Drainage Districts No. 1 and No. 2 manage floodplains to reduce public safety risks, prevent property damage, support economic activity, and protect watershed health.

The City of Portland’s flood management activities primarily focus on restoring natural floodplain functions to reduce the risk of riverine flooding for adjacent developed property. In addition, the City of Portland owns and maintains a seawall along the Willamette River through central Portland. Drainage Districts provide flood control and protection services

for portions of North and Northeast Portland along the Columbia River, through a network of flood control facilities (e.g. levees, drainage ditches, and pump stations).

These policies ensure proper floodplain management and compliance.

- Policy 8.76 Flood management.** Improve and maintain the functions of natural and managed drainageways, wetlands, and floodplains to protect health, safety, and property, provide water conveyance and storage, improve water quality, and maintain and enhance fish and wildlife habitat.
- Policy 8.77 Floodplain management.** Manage floodplains to protect and restore associated natural resources and functions and to minimize the risks to life and property from flooding.
- Policy 8.78 Flood management facilities.** Establish, improve, and maintain flood management facilities to serve designated land uses through planning, investment and regulatory requirements.
- Policy 8.79 Drainage district coordination.** Coordinate with drainage districts that provide stormwater management, conveyance, and flood mitigation, protection, and control services within the City’s Urban Services Boundary.
- Policy 8.80 Levee coordination.** Coordinate plans and investments with special districts and agencies responsible for managing and maintaining certification of levees along the Columbia River.

Water systems

The City works to provide reliable water service that meets or exceeds both customer and regulatory standards through sound business, management, and operational practices; appropriate application of innovation and technology; responsible stewardship of water infrastructure and fiscal and natural resources; and by supporting community objectives and overall vision for the City of Portland.

The policies below are intended to protect the quality of the water supply while delivering clean drinking water and meeting user needs.

- Policy 8.81 Primary supply source.** Protect the Bull Run watershed as the primary water supply source for Portland.
- Policy 8.82 Bull Run protection.** Maintain a source-protection program and practices to safeguard the Bull Run watershed as a drinking water supply.

PUBLIC FACILITIES AND SERVICES

- Policy 8.83** **Secondary supply sources.** Protect, improve, and maintain the Columbia South Shore wellfield groundwater system, the Powell Valley wellfield groundwater system, and any other alternative water sources designated as secondary water supplies.
- Policy 8.84** **Groundwater wellfield protection.** Maintain a groundwater protection program and practices to safeguard the Columbia South Shore wellfield and the Powell Valley wellfield as drinking water supplies.
- Policy 8.85** **Water quality.** Maintain compliance with state and federal drinking water quality regulations.
- Policy 8.86** **Storage.** Provide sufficient in-city water storage capacity to serve designated land uses, meet demand fluctuations, maintain system pressure, and ensure supply reliability.
- Policy 8.87** **Fire protection.** Provide adequate water facilities to serve the fire protection needs of all Portlanders and businesses.
- Policy 8.88** **Water pressure.** Provide adequate water facilities to maintain water pressure in order to protect water quality and provide for the needs of customers.
- Policy 8.89** **Water efficiency.** Reduce the need for additional water facility capacity and maintain compliance with state water resource regulations by encouraging efficient use of water by customers within the city.
- Policy 8.90** **Service interruptions.** Maintain and improve water facilities to limit interruptions in water service to customers.
- Policy 8.91** **Outside user contracts.** Coordinate long-term water supply planning and delivery with outside-city water purveyors through long-term wholesale contracts.

Parks and recreation

The City of Portland manages more than 11,000 acres of developed parks and natural areas, as well as local and regional trails, the urban tree canopy, and the City of Portland's community gardens. It offers thousands of programs for people of all ages at its community centers, swimming pools, and other recreational facilities. Parks and natural areas give life and beauty to the city and are essential assets that connect people to place, self, and others. The following policies ensure this legacy is preserved for all Portlanders and future generations.

- Policy 8.92 Acquisition, development, and maintenance.** Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city’s current and future population based on identified level-of-service standards and community needs.
- Policy 8.93 Service equity.** Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.
- Policy 8.94 Capital programming.** Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.
- Policy 8.95 Park planning.** Improve parks, recreational facilities, natural areas, and the urban forest in accordance with relevant master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input. Consider developing master or management plans for properties that lack guiding plans or strategies.
- Policy 8.96 Recreational trails.** Establish, improve, and maintain a complete and connected system of Major Public Trails that provide recreational opportunities and that can serve transportation functions consistent with policies 8.53 through 8.60 and other City trail policies and plans.
- Policy 8.97 Natural resources.** Preserve, enhance, and manage City-owned natural areas and resources to protect and improve their ecological health, in accordance with both the natural area acquisition and restoration strategies, and to provide compatible public access.
- Policy 8.98 Urban forest management.** Manage urban trees as green infrastructure with associated ecological, community, and economic functions, through planning, planting, and maintenance activities, education, and regulation. *See also Policy 7.10.*
- Policy 8.99 Recreational facilities.** Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.
- Policy 8.100 Self-sustaining Portland International Raceway (PIR).** Provide for financially self-sustaining operations of PIR, and broaden its programs and activities to appeal to families, diverse communities, and non-motorized sports such as biking and running.

PUBLIC FACILITIES AND SERVICES

Policy 8.101 Self-sustaining and inclusive golf facilities. Provide financially self-sustaining public golf course operations. Diversify these assets to attract new users, grow the game, provide more introductory-level programming, and expand into other related recreational opportunities such as foot golf and disk golf.

Policy 8.102 Specialized recreational facilities. Establish and manage specialized facilities within the park system that take advantage of land assets and that respond to diverse, basic, and emerging recreational needs.

Policy 8.103 Public-private partnerships. Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

Public safety and emergency response

Coordinated, effective, and efficient public safety and emergency response services are essential for a safe and resilient city. They help the community prepare for and respond to medical and fire emergencies, hazards, and natural- and human-made disasters. The policies in this section reflect the variety of public safety and emergency response services provided by the City that must be maintained and enhanced as the city grows, including police, fire and rescue, emergency communications, and emergency management.

Policy 8.104 Emergency preparedness, response, and recovery coordination. Coordinate land use plans and public facility investments between City bureaus, other public and jurisdictional agencies, businesses, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster risk reduction, preparedness, response, and recovery.

Policy 8.105 Emergency management facilities. Provide adequate public facilities – such as emergency coordination centers, communications infrastructure, and dispatch systems – to support emergency management, response, and recovery.

Policy 8.106 Police facilities. Improve and maintain police facilities to allow police personnel to efficiently and effectively respond to public safety needs and serve designated land uses.

Policy 8.107 Community safety centers. Establish, coordinate, and co-locate public safety and other community services in centers.

Policy 8.108 Fire facilities. Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that meets or exceeds minimum established service levels.

- Policy 8.109 Mutual aid.** Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.
- Policy 8.110 Community preparedness.** Enhance community preparedness and capacity to prevent, withstand, and recover from emergencies and natural disasters through land use decisions and public facility investments.
- Policy 8.111 Continuity of operations.** Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

Solid waste management

Solid waste, composting, and recycling facilities and services are regulated and provided through a partnership between the City of Portland, Metro, franchised haulers and private companies. The following policy supports sustainable waste reduction, recovery, and management, and the use and reuse of materials prior to disposal. This policy relates to the aspects of Oregon's Statewide Planning Goal 13 – Energy Conservation, which focuses on systems and incentives for collection, reuse, and recycling of waste.

- Policy 8.112 Waste management.** Ensure land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively and prioritize waste management in the following order: waste reduction, recycling, anaerobic digestion, composting, energy recovery, and then landfill.

School facilities

Public education is provided by Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale school districts, as well as by colleges and universities. The City partners with school districts on school facility planning and siting. By encouraging school facilities to be multi-functional neighborhood anchors, designed and programmed to serve community members of all generations and abilities, these policies also help implement the concept of Portland as an age-friendly city.

- Policy 8.113 School district capacity.** Consider the overall enrollment capacity of a school district – as defined in an adopted school facility plan that meets the requirements of Oregon Revised Statute 195 – as a factor in land use decisions that increase capacity for residential development.
- Policy 8.114 Facilities Planning.** Facilitate coordinated planning among school districts and City bureaus, including Portland Parks and Recreation, to accommodate school site/facility needs in response to most up-to-date growth forecasts.

PUBLIC FACILITIES AND SERVICES

- Policy 8.115 Co-location.** Encourage public school districts, Multnomah County, the City of Portland, and other providers to co-locate facilities and programs in ways that optimize service provision and intergenerational and intercultural use.
- Policy 8.116 Community use.** Encourage public use of public school grounds for community purposes while meeting educational and student safety needs and balancing impacts on surrounding neighborhoods.
- Policy 8.117 Recreational use.** Encourage publicly-available recreational amenities (e.g. athletic fields, green spaces, community gardens, and playgrounds) on public school grounds for public recreational use, particularly in neighborhoods with limited access to parks.
- Policy 8.118 Schools as emergency aid centers.** Encourage the use of seismically-safe school facilities as gathering and aid-distribution locations during natural disasters and other emergencies.
- Policy 8.119 Facility adaptability.** Ensure that public schools may be upgraded to flexibly accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time.
- Policy 8.120 Leverage public investment.** Encourage City public facility investments that complement and leverage local public school districts' major capital investments.
- Policy 8.121 School access.** Encourage public school districts to consider the ability of students to safely walk and bike to school when making decisions about the site locations and attendance boundaries of schools.
- Policy 8.122 Private institutions.** Encourage collaboration with private schools and educational institutions to support community and recreational use of their facilities.

Technology and communications

Private utilities and companies are the primary providers of technology and communication facilities and services to the general public. The City also provides specific technology and communications services to support City and partner agency service delivery. The City regulates limited aspects of these services, such as the siting of new facilities through its land use regulations.

The policies in this section encourage innovation in emerging technologies and systems that have the potential to make Portland a cleaner, safer, and more efficient, resilient, and affordable city. This section acknowledges that information and technology services have become essential infrastructure and the benefits of these sources should be available to all Portlanders.

Policy 8.123 Technology and communication systems. Maintain and enhance the City’s technology and communication facilities to ensure public safety, facilitate access to information, and maintain City operations.

Policy 8.124 Equity, capacity, and reliability. Encourage plans and investments in technology and communication infrastructure to ensure access in all areas of the city, reduce disparities in capacity, and affordability, and to provide innovative high-performance, reliable service for Portland’s residents and businesses.

Energy infrastructure

Energy facilities and services in Portland are primarily provided by private utilities and companies. While the City of Portland does not directly provide energy facilities and services, it does promote efficient, sustainable, and resilient energy resources, production, distribution, and consumption. The following policies relate to energy infrastructure and support Oregon’s Statewide Planning Goal 13 – Energy Conservation, which includes planning guidelines for renewable energy sources. They ensure that as the City makes land use decisions, it removes barriers to promoting efficient and sustainable energy practices.

Policy 8.125 Energy efficiency. Promote efficient and sustainable production and use of energy resources by residents and businesses, including low-carbon renewable energy sources, district energy systems, and distributed generation, through land use plans, zoning, and other legislative land use decisions.

Policy 8.126 Coordination. Coordinate with energy providers to encourage investments that ensure reliable, equitable, efficient, and affordable energy for Portland residents and businesses.

PUBLIC FACILITIES AND SERVICES

Figure 8-1. Urban, Urbanizable, and Rural Lands

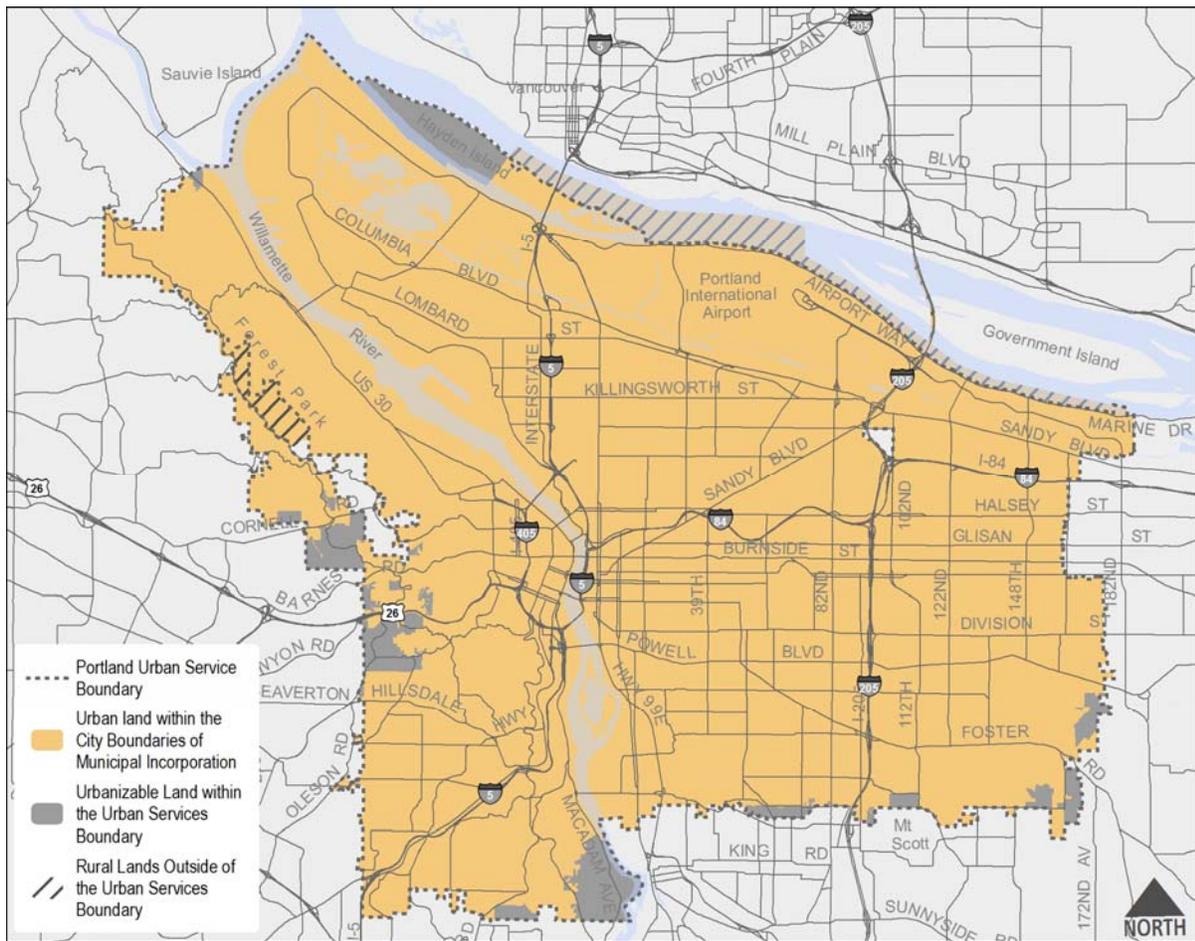
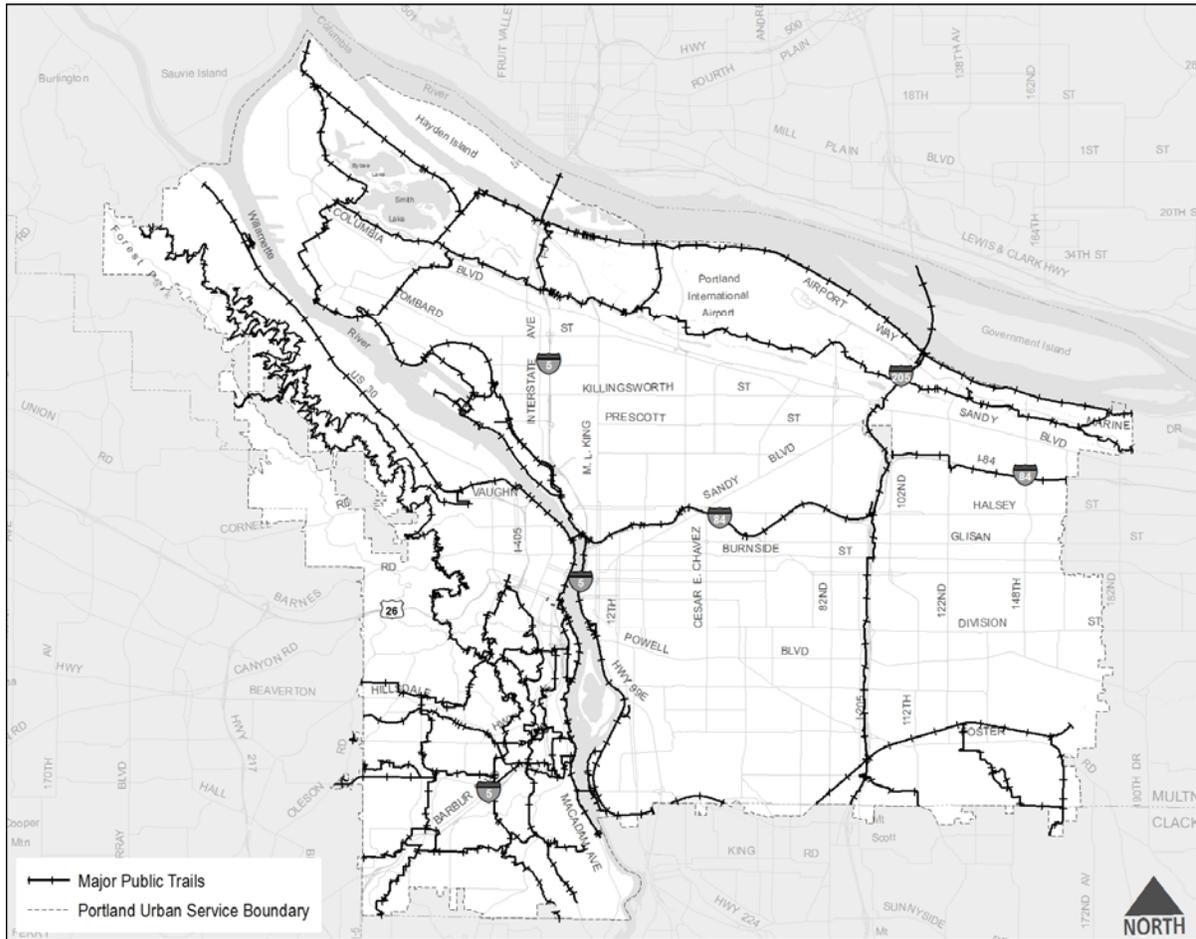


Figure 8-2. Major Public Trails



Chapter 9: Transportation

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Create a coordinated, efficient, and more affordable multimodal transportation system.
- Make cost-effective investments and system-management decisions that encourage people to choose healthy, active, and low-carbon transportation modes and systems, and enhance the economic competitiveness of the region.
- Reduce service disparities and achieve equitable access to all types of facilities and transportation modes.
- Ensure safety for users of all transportation modes, with attention to the most vulnerable users, including people with disabilities, those using mobility devices, the young, and the elderly.
- Guide the location and design of new street, pedestrian, bicycle, and trail infrastructure.
- Direct how and when transportation infrastructure is managed and maintained.
- Provide policy guidance for developing and implementing the Transportation System Plan.

Why is this important?

The transportation system is essential to the functioning of the city and the well-being and prosperity of the community. It connects people and businesses to goods and services, and links them to the region, state, nation, and world. Although transportation is often measured in terms of mobility, it also creates access to opportunity. The way we build our city has an impact on our mobility and, by extension, our access to opportunity. These goals and policies also reflect the role of transportation planning in reducing carbon emissions and improving public health. Finally, this chapter acknowledges the role that streets can play in providing great civic and recreational spaces.

With its 1980 Comprehensive Plan, the City of Portland became a national leader in the integration of land use and transportation. The 2035 Comprehensive Plan builds on that tradition and adds new innovations. The goals and policies in this chapter increase the focus on complete multimodal transportation systems. The historical emphasis on automobile mobility increasingly creates a cost burden on households and the community as a whole. For the city to successfully meet its transportation system goals for the future, other more affordable choices must be widely available and safe.

What is the Transportation System Plan?

The Transportation System Plan (TSP) is the 20-year plan to guide transportation investments in Portland. The TSP meets state and regional planning requirements and addresses local transportation needs. It includes:

- Policies that guide the maintenance, development, and implementation of Portland’s transportation system.
- A list of projects necessary to accommodate 20 years of growth in population and employment, including a financial plan.
- Master street plans and modal plans.
- Strategies and regulations for implementation, including street classification maps.

Elements of the TSP — the policies, the projects included in the List of Significant Projects, street classification maps, and street plan maps — are adopted as part of the Comprehensive Plan. The TSP itself is adopted concurrently with the Comprehensive Plan but is published under a separate cover. For ease of use and transparency, the citywide policies from the TSP are also included in this chapter of the Comprehensive Plan.

The TSP also provides more detail than the Comprehensive Plan by including additional sub-policies and area-specific policies, and additional supporting information about transportation system conditions. The TSP contains the transportation element of the City’s Public Facilities Plan. Figure 9-1 — Transportation System Plan: Relationship to Other Policies and Plans illustrates the relationship between the TSP and other policies and plans.

Table of Contents

Goals

Goal 9.A	Safety
Goal 9.B	Multiple goals
Goal 9.C	Great places
Goal 9.D	Environmentally sustainable
Goal 9.E	Equitable transportation
Goal 9.F	Positive health outcomes
Goal 9.G	Opportunities for prosperity
Goal 9.H	Cost effectiveness
Goal 9.I	Airport Futures

Policies

Designing and planning

Policy 9.1	Street design classifications
Policy 9.2	Street policy classifications
Policy 9.3	Transportation System Plan
Policy 9.4	Use of classifications
Policy 9.5	Mode share goals and Vehicle Miles Travelled (VMT) reduction
Policy 9.6	Transportation strategy for people movement
Policy 9.7	Moving goods and delivering services
Policy 9.8	Affordability
Policy 9.9	Accessible and age-friendly transportation system
Policy 9.10	Geographic policies

Land use, development, and placemaking

Policy 9.11	Land use and transportation coordination
Policy 9.12	Growth strategy
Policy 9.13	Development and street design

Streets as public spaces

Policy 9.14	Streets for transportation and public spaces
Policy 9.15	Repurposing street space
Policy 9.16	Design with nature

Modal policies

Policy 9.17	Pedestrian transportation
Policy 9.18	Pedestrian networks
Policy 9.19	Pedestrian safety and accessibility
Policy 9.20	Bicycle transportation
Policy 9.21	Accessible bicycle system
Policy 9.22	Public transportation

TRANSPORTATION

- Policy 9.23 Transportation to job centers
- Policy 9.24 Transit service
- Policy 9.25 Transit equity
- Policy 9.26 Transit funding
- Policy 9.27 Transit service to centers and corridors
- Policy 9.28 Intercity passenger service
- Policy 9.29 Regional trafficways and transitways
- Policy 9.30 Multimodal goods movement
- Policy 9.31 Economic development and industrial lands
- Policy 9.32 Multimodal system and hub
- Policy 9.33 Freight network
- Policy 9.34 Sustainable freight system
- Policy 9.35 Freight rail network
- Policy 9.36 Portland Harbor
- Policy 9.37 Portland Heliport
- Policy 9.38 Automobile transportation
- Policy 9.39 Automobile efficiency
- Policy 9.40 Emergency response

Airport Futures

- Policy 9.41 Portland International Airport
- Policy 9.42 Airport regulations
- Policy 9.43 Airport partnerships
- Policy 9.44 Airport investments

System management

- Policy 9.45 System management
- Policy 9.46 Traffic management
- Policy 9.47 Connectivity
- Policy 9.48 Technology
- Policy 9.49 Performance measures
- Policy 9.50 Regional congestion management
- Policy 9.51 Multimodal Mixed-Use Area

Transportation Demand Management

- Policy 9.52 Outreach
- Policy 9.53 New development
- Policy 9.54 Projects and programs

Parking management

- Policy 9.55 Parking management
- Policy 9.56 Curb Zone
- Policy 9.57 On-street parking
- Policy 9.58 Off-street parking
- Policy 9.59 Share space and resources
- Policy 9.60 Cost and price
- Policy 9.61 Bicycle parking

Finance, programs, and coordination

- Policy 9.62 Coordination
- Policy 9.63 New development impacts
- Policy 9.64 Education and encouragement
- Policy 9.65 Telecommuting
- Policy 9.66 Project and program selection criteria
- Policy 9.67 Funding

List of Figures

- 9-1. Transportation System Plan: Relationship to Other Policies and Plans
- 9-2. Central City Multimodal Transportation Area (MMA)
- 9-3. Portland International Airport
- 9-4. Interim Deficiency Thresholds and Operating Standards

Goals

GOAL 9.A: Safety

The City achieves the standard of zero traffic-related fatalities and serious injuries. Transportation safety impacts the livability of a city and the comfort and security of those using City streets. Comprehensive efforts to improve transportation safety through equity, engineering, education, enforcement and evaluation will be used to eliminate traffic-related fatalities and serious injuries from Portland's transportation system.

Goal 9.B: Multiple goals

Portland's transportation system is funded and maintained to achieve multiple goals and measureable outcomes for people and the environment. The transportation system is safe, complete, interconnected, multimodal, and fulfills daily needs for people and businesses.

GOAL 9.C: Great places

Portland's transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.

GOAL 9.D: Environmentally sustainable

The transportation system increasingly uses active transportation, renewable energy, or electricity from renewable sources, achieves adopted carbon reduction targets, and reduces air pollution, water pollution, noise, and Portlanders' reliance on private vehicles.

GOAL 9.E: Equitable transportation

The transportation system provides all Portlanders options to move about the city and meet their daily needs by using a variety of safe, efficient, convenient, and affordable modes of transportation. Transportation investments are responsive to the distinct needs of each community.

GOAL 9.F: Positive health outcomes

The transportation system promotes positive health outcomes and minimizes negative impacts for all Portlanders by supporting active transportation, physical activity, and community and individual health.

GOAL 9.G: Opportunities for prosperity

The transportation system supports a strong and diverse economy, enhances the competitiveness of the city and region, and maintains Portland's role as a West Coast trade gateway and freight hub by providing efficient and reliable goods movement, multimodal access to employment areas and educational institutions, as well as enhanced freight access to industrial areas and intermodal freight facilities. The transportation system helps people and businesses reduce spending and keep money in the local economy by providing affordable alternatives to driving.

GOAL 9.H: Cost effectiveness

The City analyzes and prioritizes capital and operating investments to cost effectively achieve the above goals while responsibly managing and protecting our past investments in existing assets.

GOAL 9.I: Airport Futures

Promote a sustainable airport (Portland International Airport [PDX]) by meeting the region’s air transportation needs without compromising livability and quality of life for future generations.

Policies

Design and planning

The City of Portland’s transportation system is a key public facility. The following policies describe what the transportation system is, what it does, and what factors to consider in how the overall system is used. *Policies 8.1-8.60 in Chapter 8: Public Facilities and Services also apply to the need for quality facilities and services, multiple benefits, reliability, and creating a multi-purpose and safe right-of-way.*

Policy 9.1 Street design classifications. Maintain and implement street design classifications consistent with land use plans, environmental context, urban design pattern areas, and the Neighborhood Corridor and Civic Corridor Urban Design Framework designations.

Policy 9.2 Street policy classifications. Maintain and implement street policy classifications for pedestrian, bicycle, transit, freight, emergency vehicle, and automotive movement, while considering access for all modes, connectivity, adjacent planned land uses, and state and regional requirements.

9.2.a. Designate district classifications that emphasize freight mobility and access in industrial and employment areas serving high levels of truck traffic and to accommodate the needs of intermodal freight movement.

9.2.b. Designate district classifications that 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, neighborhood centers, and transit station areas.

9.2.c. Designate district classifications that give priority to bicycle access and mobility in areas where high levels of bicycle activity exist or are planned, including Downtown, the River District, Lloyd District, Gateway Regional Center, town centers, neighborhood centers, and transit station areas.

TRANSPORTATION

- Policy 9.3** **Transportation System Plan.** Maintain and implement the Transportation System Plan (TSP) as the decision-making tool for transportation-related projects, policies, programs, and street design.
- Policy 9.4** **Use of classifications.** Plan, develop, implement, and manage the transportation system in accordance with street design and policy classifications outlined in the Transportation System Plan.
- Policy 9.5** **Mode share goals and Vehicle Miles Travelled (VMT) reduction.** Increase the share of trips made using active and low-carbon transportation modes. Reduce VMT to achieve targets set in the most current Climate Action Plan and Transportation System Plan, and meet or exceed Metro’s mode share and VMT targets.
- Policy 9.6** **Transportation strategy for people movement.** Implement a prioritization of modes for people movement by making transportation system decisions according to the following ordered list:
1. Walking
 2. Bicycling
 3. Transit
 4. Taxi / commercial transit / shared vehicles
 5. Zero emission vehicles
 6. Other single-occupant vehicles

When implementing this prioritization, ensure that:

- The needs and safety of each group of users are considered, and changes do not make existing conditions worse for the most vulnerable users higher on the ordered list.
- All users’ needs are balanced with the intent of optimizing the right of way for multiple modes on the same street.
- When necessary to ensure safety, accommodate some users on parallel streets as part of a multi-street corridor.
- Land use and system plans, network functionality for all modes, other street functions, and complete street policies, are maintained.
- Policy-based rationale is provided if modes lower in the ordered list are prioritized.

Specific modal policies are found below in policies 9.17 to 9.40.

- Policy 9.7** **Moving goods and delivering services.** In tandem with people movement, maintain efficient and reliable movement of goods and services as a critical transportation system function. Prioritize freight system reliability improvements over single-occupancy vehicle mobility where there are solutions that distinctly address those different needs. *Multimodal freight policies are found below in policies 9.33 to 9.35.*
- Policy 9.8** **Affordability.** Improve and maintain the transportation system to increase access to convenient and affordable transportation options for all Portlanders, especially those who have traditionally been under-served or under-represented or have historically borne unequal burdens.
- Policy 9.9** **Accessible and age-friendly transportation system.** Ensure that transportation facilities are accessible to people of all ages and abilities, 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. Improve and adapt the transportation system to better meet the needs of the most vulnerable users, including the young, older adults, and people with different abilities.
- Policy 9.10** **Geographic policies.** Adopt geographically-specific policies in the Transportation System Plan to ensure that transportation infrastructure reflects the unique topography, historic character, natural features, system gaps, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3: Urban Form as the basis for area policies.

Land use, development, and placemaking

Land use patterns and connections among different land uses are key elements defining the form and character of places. In tandem with Chapter 3: Urban Form and Chapter 4: Design and Development, the policies in this section give direction for designing and building a transportation system that supports, complements, and meets the needs of different places. These policies acknowledge development adjacent to transportation as a critical component in shaping the future of Portland’s public spaces and places.

- Policy 9.11** **Land use and transportation coordination.** Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

TRANSPORTATION

Policy 9.12 Growth strategy. Use street design and policy classifications to support Goals 3A-3G in Chapter 3: Urban Form. Consider the different design contexts and transportation functions in Town Centers, Neighborhood Centers, Neighborhood Corridors, Employment Areas, Freight Corridors, Civic Corridors, Transit Station Areas, and Greenways.

Policy 9.13 Development and street design. Evaluate adjacent land uses to help inform street classifications in framing, shaping, and activating the public space of streets. Guide development and land use to create the kinds of places and street environments intended for different types of streets.

Streets as public spaces

Streets, including sidewalks and planting strips, provide critical transportation and utility functions. In Portland, streets are the most abundant type of public space, occupying nearly 20 percent of land area in the city. The following policies support community desire to expand the use of streets beyond their transportation functions. *See Chapter 8: Public Facilities and Services and Chapter 4: Design and Development for further use and streetscape policies.*

Policy 9.14 Streets for transportation and public spaces. Integrate both placemaking and transportation functions when designing and managing streets by encouraging design, development, and operation of streets to enhance opportunities for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes.

Policy 9.15 Repurposing street space. Encourage repurposing street segments that are not critical for transportation connectivity to other community purposes.

Policy 9.16 Design with nature. Promote street and trail alignments and designs that respond to topography and natural features, when feasible, and protect streams, wildlife habitat, and native trees.

Modal policies

Portland is committed to providing a multimodal transportation system that offers affordable and convenient travel options within the city, region, and outside the Metro area. Because trips are made for different reasons, they vary in length and type of vehicle (mode) needed to make them. Different modes create different kinds of impacts — on neighborhood livability and carbon emissions, for example. These policies recognize that some modes are more appropriate than others for different types of trips.

- Policy 9.17 Pedestrian transportation.** Encourage walking as the most attractive mode of transportation for most short trips, within neighborhoods and to centers, corridors, and major destinations, and as a means for accessing transit.
- Policy 9.18 Pedestrian networks.** Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.
- Policy 9.19 Pedestrian safety and accessibility.** Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.
- Policy 9.20 Bicycle transportation.** Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.
- Policy 9.21 Accessible bicycle system.** Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities.
- Policy 9.22 Public transportation.** Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.
- Policy 9.23 Transportation to job centers.** Promote and enhance transit to be more convenient and economical than the automobile for people travelling more than three miles to and from the Central City and Gateway. Enhance regional access to the Central City and access from Portland to other regional job centers.
- Policy 9.24 Transit service.** In partnership with TriMet, develop a public transportation system that conveniently, safely, comfortably, and equitably serves residents and workers 24 hours a day, 7 days a week.
- Policy 9.25 Transit equity.** In partnership with TriMet, maintain and expand high-quality frequent transit service to all Town Centers, Civic Corridors, Neighborhood Centers, Neighborhood Corridors, and other major concentrations of employment, and improve service to areas with high concentrations of poverty and historically under-served and under-represented communities.
- Policy 9.26 Transit funding.** Consider funding strategies and partnership opportunities that improve access to and equity in transit service, such as raising metro-wide funding to improve service and decrease user fees/fares.
- Policy 9.27 Transit service to centers and corridors.** Use transit investments as a means to shape the city's growth and increase transit use. In partnership with TriMet and Metro, maintain, expand, and enhance Portland Streetcar, frequent service bus, and high-capacity transit, to better serve centers and corridors with the highest intensity of potential employment and household growth.

TRANSPORTATION

- Policy 9.28 Intercity passenger service.** Coordinate planning and project development to expand intercity passenger transportation services in the Willamette Valley, and from Portland to California, Seattle, and Vancouver, BC.
- Policy 9.29 Regional trafficways and transitways.** Maintain capacity of regional transitways and existing regional trafficways to accommodate through-traffic.
- Policy 9.30 Multimodal goods movement.** Develop, maintain, and enhance a multimodal freight transportation system for the safe, reliable, sustainable, and efficient movement of goods within and through the city.
- Policy 9.31 Economic development and industrial lands.** Ensure that the transportation system supports traded sector economic development plans and full utilization of prime industrial land, including brownfield redevelopment.
- Policy 9.32 Multimodal system and hub.** Maintain Portland’s role as a multimodal hub for global and regional movement of goods. Enhance Portland’s network of multimodal freight corridors.
- Policy 9.33 Freight network.** Develop, manage, and maintain a safe, efficient, and reliable freight street network to provide freight access to and from intermodal freight facilities, industrial and commercial districts, and the regional transportation system. Invest to accommodate forecasted growth of interregional freight volumes and provide access to truck, marine, rail, and air transportation systems. Ensure designated routes and facilities are adequate for over-dimensional trucks and emergency equipment.
- Policy 9.34 Sustainable freight system.** Support the efficient delivery of goods and services to businesses and neighborhoods, while also reducing environmental and neighborhood impacts. Encourage the use of energy efficient and clean delivery vehicles, and manage on- and off-street loading spaces to ensure adequate access for deliveries to businesses, while maintaining access to homes and businesses.
- Policy 9.35 Freight rail network.** Coordinate with stakeholders and regional partners to support continued reinvestment in, and modernization of, the freight rail network.
- Policy 9.36 Portland Harbor.** Coordinate with the Port of Portland, private stakeholders, and regional partners to improve and maintain access to marine terminals and related river-dependent uses in Portland Harbor.
- 9.36.a.** Support continued reinvestment in, and modernization of, marine terminals in Portland Harbor.

9.36.b. Facilitate continued maintenance of the shipping channels in Portland Harbor and the Columbia River.

9.36.c. Support shifting more long-distance, high-volume movement of goods to river and oceangoing ships and rail.

See Policy 3.71 for the river transportation policy.

Policy 9.37 **Portland Heliport.** Maintain Portland’s Heliport functionality in the Central City.

Policy 9.38 **Automobile transportation.** Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and negative impacts of private automobiles on the environment and human health.

Policy 9.39 **Automobile efficiency.** Coordinate land use and transportation plans and programs with other public and private stakeholders to encourage vehicle technology innovation, shifts toward electric and other cleaner, more energy-efficient vehicles and fuels, integration of smart vehicle technology with intelligent transportation systems, and greater use of options such as car-share, carpool, and taxi.

Policy 9.40 **Emergency response.** Maintain a network of accessible emergency response streets to facilitate safe and expedient emergency response and evacuation. Ensure that police, fire, ambulance, and other emergency providers can reach their destinations in a timely fashion, without negatively impacting traffic calming and other measures intended to reduce crashes and improve safety.

Airport Futures

The Port of Portland manages the Portland International Airport (PDX) as a regional, national, and international air transportation hub. The Port partnered with the City of Portland and Multnomah, Washington, and Clackamas Counties to prepare the Airport Futures Plan (2010) and guide airport development to 2035. Policy direction set in this project include Goal 9.I and the following policies. *Additional airport-related policies are found in Chapter 4: Design and Development and Chapter 7: Environment and Watershed Health.*

Policy 9.41 **Portland International Airport.** Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.

Policy 9.42 **Airport regulations.** Implement the Airport Futures Plan through the implementation of the Portland International Airport Plan District.

TRANSPORTATION

9.42.a. Prohibit the development of a potential third parallel runway at PDX unless need for its construction is established through a transparent, thorough, and regional planning process.

9.42.b. Support implementation of the Aircraft Landing Zone to provide safer operating conditions for aircraft in the vicinity of Portland International Airport by limiting the height of structures, vegetation, and construction equipment.

9.42.c. Support the Port of Portland's Wildlife Hazard Management Plan by implementing airport-specific landscaping requirements in the Portland International Airport Plan District to reduce conflicts between wildlife and aircraft.

Policy 9.43 **Airport partnerships.** Partner with the Port of Portland and the regional community to address the critical interconnection between economic development, environmental stewardship, and social responsibility. Support an ongoing public advisory committee for PDX to:

9.43.a. Support meaningful and collaborative public dialogue and engagement on airport related planning and development.

9.43.b. Provide an opportunity for the community to inform the decision-making related to the airport of the Port, the City of Portland, and other jurisdictions/organizations in the region.

9.43.c. Raise public knowledge about PDX and impacted communities.

Policy 9.44 **Airport investments.** Ensure that new development and redevelopment of airport facilities supports the City's and the Port's sustainability goals and policies, and is in accordance with Figure 9-3 — Portland International Airport. Allow the Port flexibility in configuring airport facilities to preserve future development options, minimize environmental impacts, use land resources efficiently, maximize operational efficiency, ensure development can be effectively phased, and address Federal Aviation Administration's airport design criteria.

System management

Portland's transportation system is an integrated network of roads, rails, trails, sidewalks, bicycle paths, and other facilities within and through the city. These modal networks intersect and are often located within the same right-of-way. The policies below provide direction to manage the system in ways that:

- Allow different modes to interact safely.
- Maximize the capacity of the existing network.
- Identify where additional capacity might be needed.

Also see Policies 8.37 through 8.49 in Chapter 8: Public Facilities and Services.

- Policy 9.45 System management.** Give preference to transportation improvements that use existing roadway capacity efficiently and that improve the safety of the system for all users.
- Policy 9.46 Traffic management.** Evaluate and encourage traffic speed and volume to be consistent with street classifications and desired land uses to improve safety, preserve and enhance neighborhood livability, and meet system goals of calming vehicle traffic through a combination of enforcement, engineering, and education efforts.
- Policy 9.47 Connectivity.** Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7.
- Policy 9.48 Technology.** Encourage the use of emerging vehicle and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand.
- Policy 9.49 Performance measures.** Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.
- Policy 9.50 Regional congestion management.** Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness.

9.50.a. Create a regional congestion management approach, including a market-based system, to price or charge for auto trips and parking, better account for the cost of auto trips, and to more efficiently manage the regional system.

9.50.b. In the interim, use the deficiency thresholds and operating standards of the Regional Mobility Policy, in Figure 9-4, for evaluation of impacts to state facilities and the regional arterial and throughway network.

Policy 9.51 Multimodal Mixed-Use Area. Designate a Central City Multimodal Mixed-Use Area (MMA) in the geography indicated in Figure 9-2, which will render state congestion / mobility standards inapplicable to proposed plan amendments under OAR 660-0012-0060(10), subject to ODOT concurrence and execution of an agreement between ODOT and the City of Portland. The agreement should emphasize potential safety and operational impacts.

Transportation Demand Management

Providing residents and employees information and incentives to walk, bicycle, use transit, and otherwise reduce the need to own and use private vehicles can be one of the quickest, least expensive, and most effective strategies to achieve City goals and to prevent traffic and parking impacts. Transportation and parking demand management (TDM) programs can cost-effectively increase the modal share of walking, bicycling, and shared vehicle trips.

Policy 9.52 Outreach. Create and maintain TDM outreach programs that work with Transportation Management Associations (TMA), residents, employers, and employees that increase the modal share of walking, bicycling, and shared vehicle trips while reducing private vehicle ownership, parking demand, and drive-alone trips, especially during peak periods.

Policy 9.53 New development. Create and maintain TDM regulations and services that prevent and reduce traffic and parking impacts from new development and redevelopment. Encourage coordinated area-wide delivery of TDM programs. Monitor and improve the performance of private-sector TDM programs.

Policy 9.54 Projects and programs. Integrate TDM information into transportation project and program development and implementation to increase use of new multimodal transportation projects and services.

Parking management

Vibrant urban places link people and activities. As Portland grows, we must manage both the demand and supply of parking to achieve climate, health, livability, and prosperity goals. Providing too much and/or underpriced parking can lead to more driving and less walking, cycling, and transit use; inefficient land use patterns; and sprawl. Insufficient parking can negatively affect neighborhood livability and economic vitality. These policies provide guidance to manage parking demand and supply to meet a variety of public objectives, including achieving compact walkable communities, reducing private vehicle ownership and overall vehicle use, enhancing livability, reducing pollution, and expanding economic opportunity.

Policy 9.55 Parking management. Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and air quality. Implement strategies that reduce demand for new parking and private vehicle ownership, and that help maintain optimal parking occupancy and availability.

Policy 9.56 Curb Zone. Recognize that the Curb Zone is a public space, a physical and spatial asset that has value and cost. Evaluate whether, when, and where parking is the highest and best use of this public space in support of broad City policy goals and local land use context. Establish thresholds to utilize parking management and pricing tools in areas with high parking demand to ensure adequate on-street parking supply during peak periods.

Policy 9.57 On-street parking. Manage parking and loading demand, supply, and operations in the public right of way to achieve mode share objectives, and to encourage safety, economic vitality, and livability. Use transportation demand management and pricing of parking in areas with high parking demand.

Policy 9.58 Off-street parking. Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand. Strive to provide adequate but not excessive off-street parking where needed, consistent with the preceding practices.

Policy 9.59 Share space and resources. Encourage the shared use of parking and vehicles to maximize the efficient use of limited urban space.

TRANSPORTATION

- Policy 9.60** **Cost and price.** Recognize the high public and private cost of parking by encouraging prices that reflect the cost of providing parking and balance demand and supply. Discourage employee and resident parking subsidies.
- Policy 9.61** **Bicycle parking.** Promote the development of new bicycle parking facilities including dedicated bike parking in the public right-of-way. Provide sufficient bicycle parking at high-capacity transit stations to enhance bicycle connection opportunities. Require provision of adequate off-street bicycle parking for new development and redevelopment. Encourage the provision of parking for different types of bicycles. In establishing the standards for long-term bicycle parking, consider the needs of persons with different levels of ability.

Finance, programs, and coordination

Programs and funding are required to build and maintain the transportation system, and they are necessary to help decide what projects to build. They also provide public information about what facilities are available and how they can be used. Agencies outside the City also own and operate facilities within Portland and provide funding for new facilities. These policies address essential funding and coordination opportunities with other agencies, as well outreach and education programming.

- Policy 9.62** **Coordination.** Coordinate with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services.
- Policy 9.63** **New development impacts.** Prevent, reduce, and mitigate the impacts of new development and redevelopment on the transportation system. Utilize strategies including transportation and parking demand management, transportation system analysis, and system and local impact mitigation improvements and fees.
- Policy 9.64** **Education and encouragement.** Create, maintain, and coordinate educational and encouragement programs that support multimodal transportation and that emphasize safety for all modes of transportation. Ensure that these programs are accessible to historically under-served and under-represented populations.
- Policy 9.65** **Telecommuting.** Promote telecommuting and the use of communications technology to reduce travel demand.

Policy 9.66 **Project and program selection criteria.** Establish transportation project and program selection criteria consistent with goals 9A through 9I, to cost-effectively achieve access, placemaking, sustainability, equity, health, prosperity, and safety goals.

Policy 9.67 **Funding.** Encourage the development of a range of stable transportation funding sources that provide adequate resources to build and maintain an equitable and sustainable transportation system.

Figure 9-1. Transportation System Plan: Relationship to Other Policies and Plans

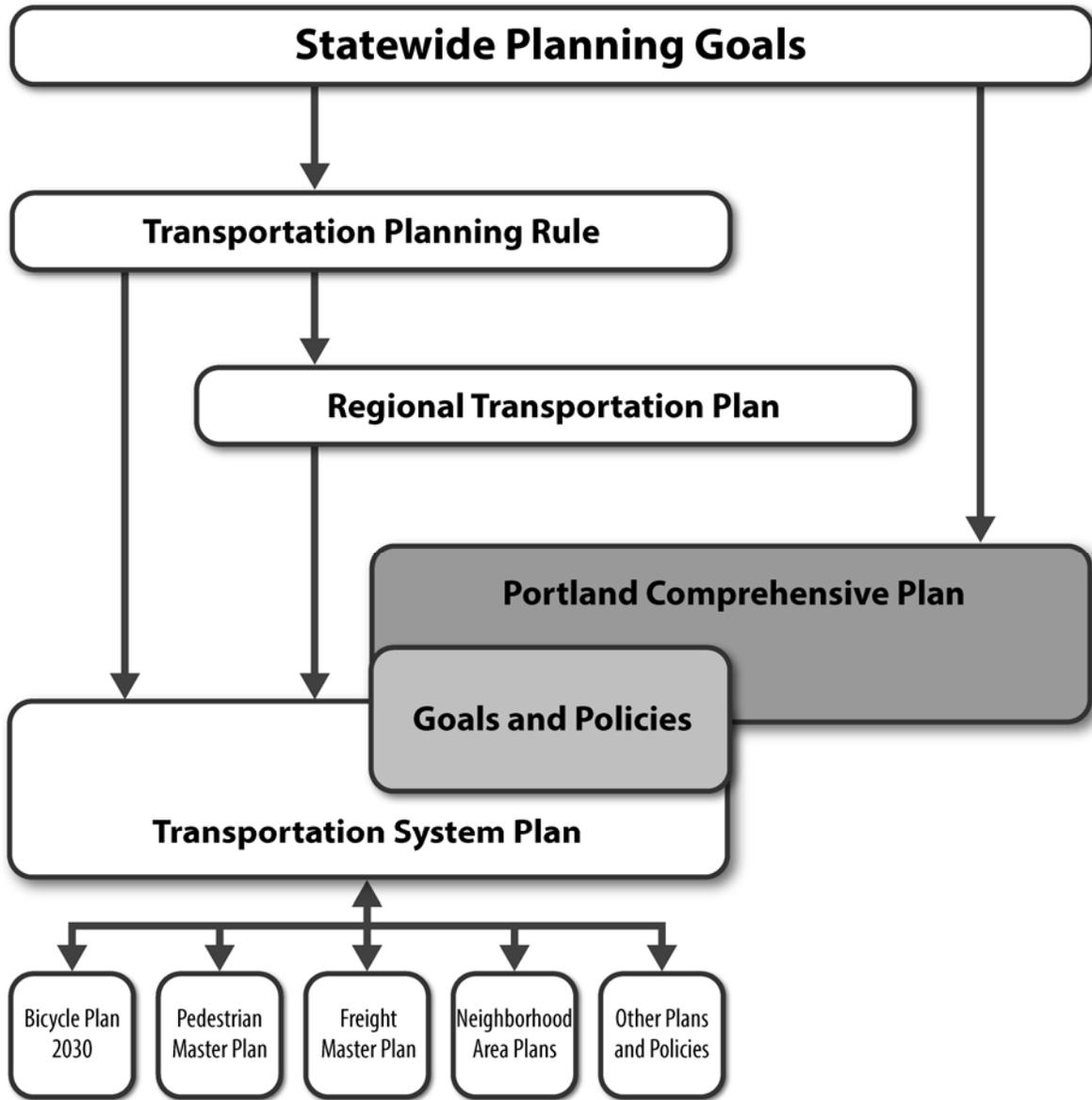
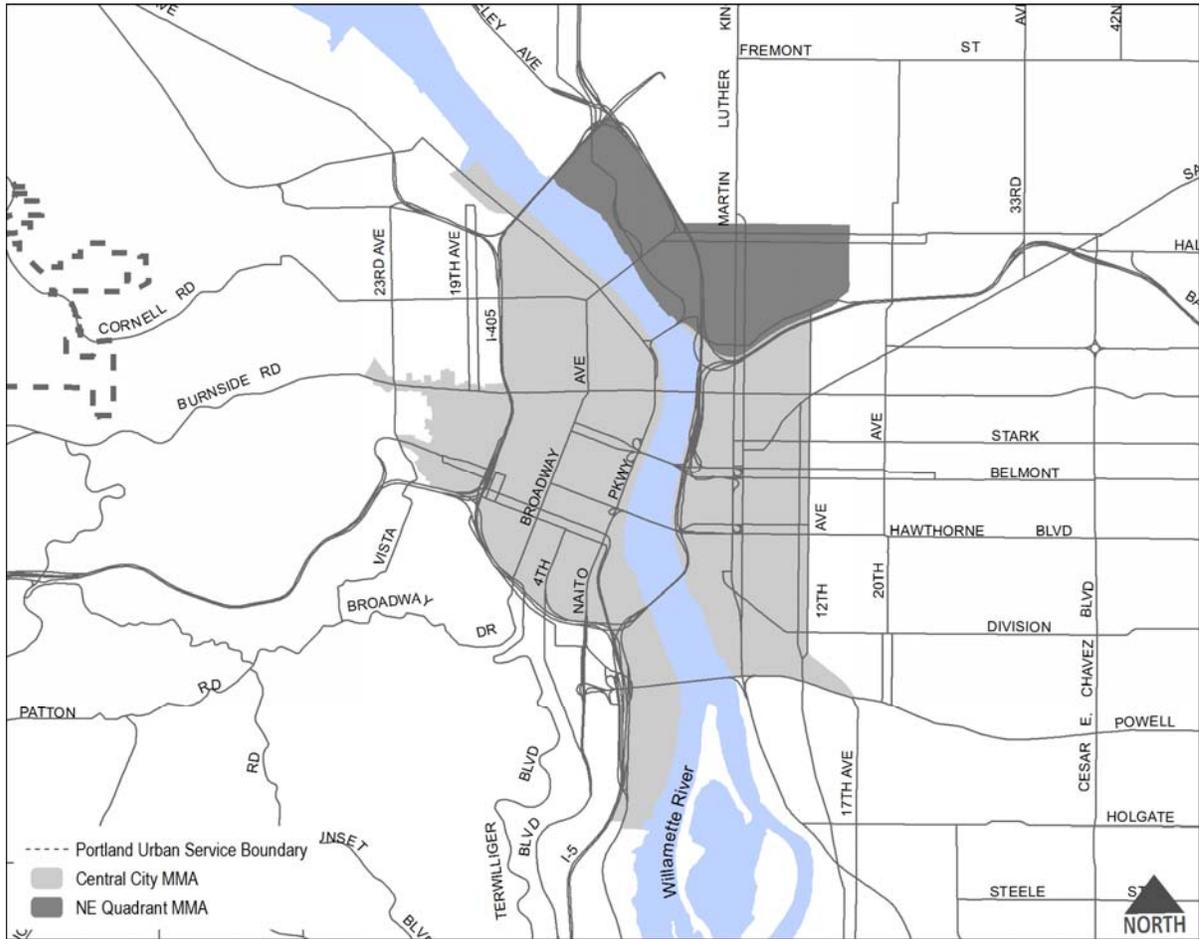


Figure 9-2. Central City Multimodal Transportation Area (MMA)



TRANSPORTATION

Figure 9-3. Portland International Airport

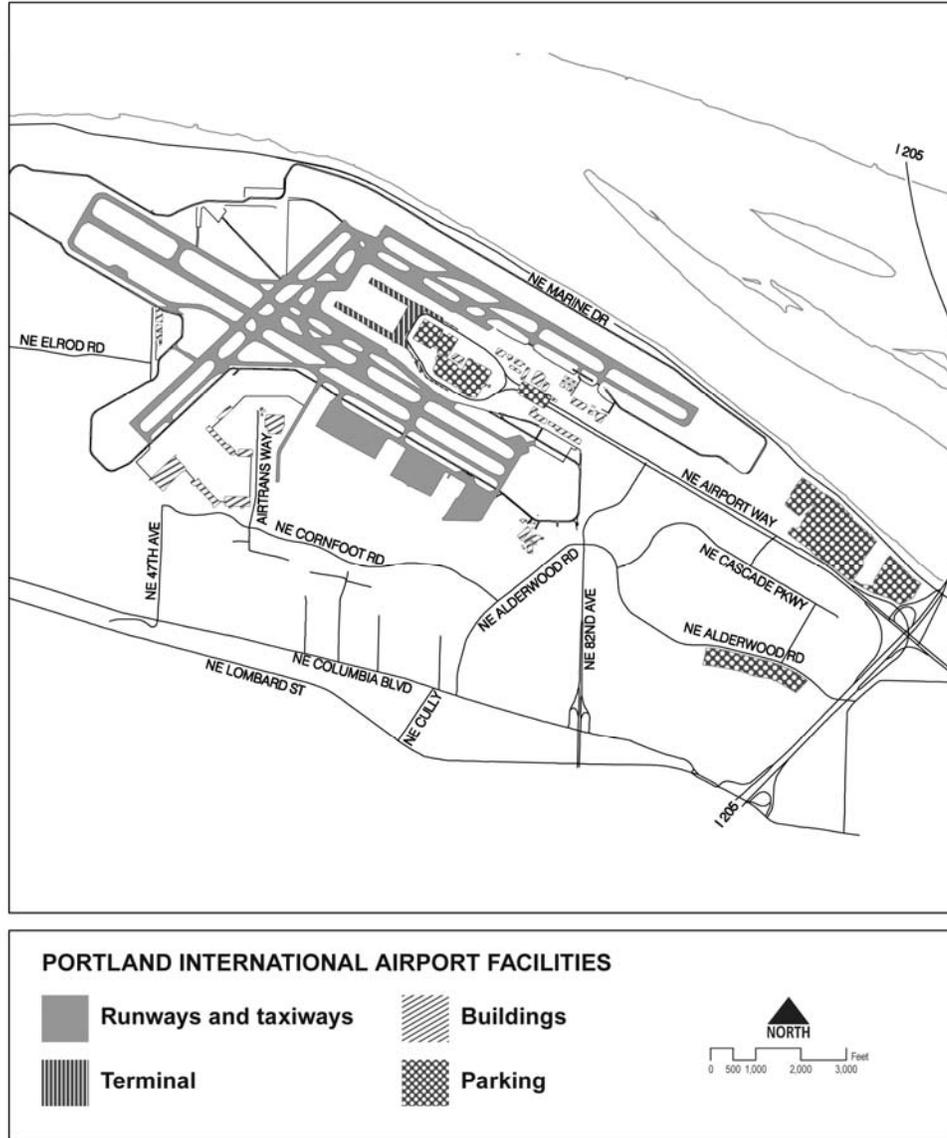


Figure 9-4. Interim Deficiency Thresholds and Operating Standards

Location	Standards		
	Mid-Day One-Hour Peak*	PM 2-Hour Peak*	
		1 st Hour	2 nd Hour
Central City, Gateway, Town Centers, Neighborhood Centers, Station Areas	.99	1.1	.99
I-84 (from I-5 to I-205), I-5 North (from Marquam Bridge to Interstate Bridge, OR 99-E (from Lincoln St. to OR 224), US 26 (from I-405 to Sylvan Interchange), I-405	.99	1.1	.99
Other Principal Arterial Routes	.90	.99	.99

*The demand-to-capacity ratios in the table are for the highest two consecutive hours of the weekday traffic volumes. The mid-day peak hour is the highest 60-minute period between the hours of 9 a.m. and 3 p.m. The 2nd hour is defined as the single 60-minute period, either before or after the peak 60-minute period, whichever is highest.

Chapter 10: Land Use Designations and Zoning

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Provide a clear definition of each land use designation.
- Provide guidance for how to update the Zoning Map and Zoning Code.

Why is this important?

This chapter describes the land use designations and how they relate to zoning. It is important for the relationship between land use designations and zoning to be clear so that as base zones and the Zoning Code are amended over the life of Comprehensive Plan, the goals and policies of the plan are consistently carried out.

Table of Contents

Goal

Goal 10.A Land use designations and zoning

Policies

Land use designations

Policy 10.1 Land use designations

The Zoning Map and the Zoning Code

Policy 10.2 Relationship of land use designations to base zones

Policy 10.3 Amending the Zoning Map

Policy 10.4 Amending the Zoning Code

List of Figures

10-1. Corresponding and Less-Intense Zones for Each Plan Map Designation

Goal

Goal 10.A: Land use designations and zoning

Effectively and efficiently carry out the goals and policies of the Comprehensive Plan through the land use designations, Zoning Map, and the Zoning Code.

Policies

Land use designations

The Comprehensive Plan Map is one of the Comprehensive Plan's implementation tools. The map includes land use designations, which are used to carry out the Comprehensive Plan. The land use designation that best implements the goals and policies of the Plan is applied to each area of the city. This section contains general descriptions of the land use designations.

Each description includes:

- Type of place or Pattern Area for which the designation is intended.
- General use and intensity expected within the area. In some cases, alternative development options allowed in single-dwelling residential zones (e.g. duplexes and attached houses on corner lots; accessory dwelling units) may allow additional residential units beyond the general density described below.
- Level of public services provided or planned.
- Level of constraint.

Policy 10.1 Land use designations. Apply a land use designation to all land and water within the City's Urban Services Boundary. Apply the designation that best advances the Comprehensive Plan goals and policies. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps.

Note: The pending Central City 2035 Plan will revise the Central City-specific land use descriptions or will create new corresponding zones.

Open Space

1. Open Space

This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly-owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands, golf courses,

cemeteries, open space buffers along freeway margins, railroads or abutting industrial areas, and large water bodies. The corresponding zone is OS.

Single-Dwelling Residential

2. Farm and Forest

This designation is intended for agricultural and forested areas far from centers and corridors, where urban public services are extremely limited or absent, and future investment to establish an urban level of public services is not planned. Areas within this designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. The designation can be used where larger lot sizes are necessary to enable on-site sanitary or stormwater disposal. It also may be used in locations that may become more urban in the future, but where plans are not yet in place to ensure orderly development. Agriculture, forestry, and very low-density single-dwelling residential will be the primary uses. The maximum density is generally 1 unit per 2 acres. The corresponding zone is RF.

3. Single-Dwelling — 20,000

This designation is intended for areas that are generally far from centers and corridors where urban public services are extremely limited or absent, and future investments in urban public services will be limited. Areas within the designation generally have multiple significant development constraints that may pose health and safety risks if the land were more densely developed. Very low-density single-dwelling residential and agriculture will be the primary uses. The maximum density is generally 2.2 units per acre. The corresponding zone is R20.

4. Single-Dwelling — 10,000

This designation is intended for areas far from centers and corridors where urban public services are available or planned but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation generally have development constraints, but the constraints can be managed through appropriate design during the subdivision process. Single-dwelling residential will be the primary use. The maximum density is generally 4.4 units per acre. The corresponding zone is R10.

5. Single-Dwelling — 7,000

This designation is intended for areas that are not adjacent to centers and corridors, where urban public services are available or planned, but complete local street networks or transit service is limited. This designation is also intended for areas where ecological resources or public health and safety considerations warrant lower densities. Areas within this designation may have minor development constraints, but the constraints can be managed through appropriate design during the subdivision process. This designation may also be applied in areas where urban public services are available or planned, but the development pattern is already predominantly built-out at 5 to 6 units per acre. Single-dwelling residential will be

the primary use. The maximum density is generally 6.2 units per acre. The corresponding zone is R7.

6. Single-Dwelling — 5,000

This designation is Portland’s most common pattern of single-dwelling development, particularly in the city’s inner neighborhoods. It is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally have few or very minor 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. Single-Dwelling — 2,500

This designation allows a mix of housing types that are single-dwelling in character. This designation is intended for areas near, in, and along centers and corridors, near transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. This designation often serves as a transition between mixed use or multi-dwelling designations and lower density single dwelling designations. The maximum density is generally 17.4 units per acre. The corresponding zone is R2.5.

Multi-Dwelling Residential

8. Multi-Dwelling — 3,000

This designation allows a mix of housing types, including multi-dwelling structures, in a manner similar to the scale of development anticipated within the Single-Dwelling — 2,500 designation. This designation is intended for areas near, in, and along centers and corridors where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints and may include larger development sites. The maximum density is generally 14.5 units per acre, but may go up to 21 units per acre in some situations. The corresponding zone is R3.

9. Multi-Dwelling — 2,000

This designation allows multi-dwelling development mixed with single-dwelling housing types but at a scale greater than for single-dwelling residential. This designation is intended for areas near, in, and along centers and corridors and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 21.8 units per acre, but may be as much as 32 units per acre in some situations. The corresponding zone is R2.

10. Multi-Dwelling — 1,000

This designation allows medium density multi-dwelling development. The scale of development is intended to reflect the allowed densities while being compatible

with nearby single-dwelling residential. The designation is intended for areas near, in, and along centers and corridors, and transit station areas, where urban public services, generally including complete local street networks and access to frequent transit, are available or planned. Areas within this designation generally do not have development constraints. The maximum density is generally 43 units per acre, but may be as much as 65 units per acre in some situations. The corresponding zone is R1.

11. High-Density Multi-Dwelling

This designation is intended for the Central City, Gateway Regional Center, Town Centers, and transit station areas where a residential focus is desired and urban public services including access to high-capacity transit, very frequent bus service, or streetcar service are available or planned. This designation is intended to allow high-density multi-dwelling structures at an urban scale. Maximum density is based on a floor-area-ratio, not on a unit-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 commercial uses are also allowed as part of new development. The designation is intended for the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. 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. This designation is generally accompanied by a design overlay zone.

Mixed Use and Commercial

13. Mixed Use — Dispersed

This designation allows mixed use, multi-dwelling, or commercial development that is small in scale, has little impact, and provides services for the nearby residential areas. Development will be similar in scale to nearby residential development to promote compatibility with the surrounding area. This designation is intended for areas where urban public services are available or planned. Areas within this designation are generally small nodes rather than large areas or corridors. The corresponding zones are Commercial Mixed Use 1 (CM1) and Commercial Employment (CE).

14. Mixed Use — Neighborhood

This designation promotes mixed-use development in neighborhood centers and along neighborhood corridors to preserve or cultivate locally serving commercial areas with a storefront character. This designation is intended for areas where urban public services, generally including complete local street networks and access to frequent transit, are available or planned, and development constraints do not exist. Areas within this designation are generally pedestrian-oriented and are

predominantly built at low- to mid-rise scale, often with buildings close to and oriented towards the sidewalk. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), and Commercial Employment (CE).

15. Mixed Use — Civic Corridor

This designation allows for transit-supportive densities of commercial, residential, and employment uses, including a full range of housing, retail, and service businesses with a local or regional market. This designation is intended for areas along major corridors where urban public services are available or planned including access to high-capacity transit, frequent bus service, or streetcar service. The Civic Corridor designation is applied along some of the City’s busiest, widest, and most prominent streets. As the city grows, these corridors also need to become places that can succeed as attractive locations for more intense, mixed-use development. They need to become places that are attractive and safe for pedestrians while continuing to play a major role in the City’s transportation system. Civic Corridors, as redevelopment occurs, are also expected to achieve a high level of environmental performance and design. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), and Commercial Employment (CE).

16. Mixed Use — Urban Center

This designation is intended for areas that are close to the Central City and within Town Centers where urban public services are available or planned including access to high-capacity transit, very frequent bus service, or streetcar service. The designation allows a broad range of commercial and employment uses, public services, and a wide range of housing options. Areas within this designation are generally mixed-use and very urban in character. Development will be pedestrian-oriented with a strong emphasis on design and street level activity, and will range from low- to mid-rise in scale. The range of zones and development scale associated with this designation are intended to allow for more intense development in core areas of centers and corridors and near transit stations, while providing transitions to adjacent residential areas. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), and Commercial Employment (CE). This designation is generally accompanied by a design overlay zone.

17. Central Commercial

This designation is intended to provide for commercial development within Portland’s Central City and Gateway Regional Center. A broad range of uses is allowed to reflect Portland’s role as a commercial, cultural, and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together along a pedestrian-oriented, safe, and attractive streetscape. The corresponding zone is Central Commercial (CX). This designation is generally accompanied by a design overlay zone.

Employment

18. Central Employment

The designation allows for a full range of commercial, light-industrial, and residential uses. This designation is intended to provide for mixed-use areas within the Central City and Gateway Regional Center where urban public services are available or planned including access to high-capacity transit or streetcar service. The intensity of development will be higher than in other mixed-use land designations. The corresponding zone is Central Employment (EX). This designation is generally accompanied by a design overlay zone.

19. Mixed Employment

This designation encourages a wide variety of office, creative services, manufacturing, distribution, traded sector, and other light-industrial employment opportunities, typically in a low-rise, flex-space development pattern. Most employment uses are allowed but limited in impact by the small lot size and adjacency to residential neighborhoods. Retail uses are allowed but are limited in intensity so as to maintain adequate employment development opportunities. Residential uses are not allowed to reserve land for employment uses, to prevent conflicts with the other uses, and to limit the proximity of residents to truck traffic and other impacts. The corresponding zones are General Employment 1 (EG1) and General Employment 2 (EG2).

20. Institutional Campus

This designation is intended for large institutional campuses that are centers of employment and serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. This designation is intended for areas where urban public services are available or planned. This designation includes medical centers, colleges, schools, and universities. A variety of other uses are allowed that support the mission of the campus, such as residences for students, staff, or faculty. Neighborhood-serving commercial uses and other services are also encouraged. The designation is intended to foster the growth of the institution while enhancing the livability of surrounding residential neighborhoods and the viability of nearby business areas. Corresponding zones are Campus Institution 1 (CI1), Campus Institution 2 (CI2), and Institutional Residential (IR).

Industrial

21. Industrial Sanctuary

This designation is intended to reserve areas that are attractive for manufacturing and distribution operations and encourage the growth of industrial activities in the parts of the city where important freight and distribution infrastructure exists, including navigable rivers, airports, railways, and pipelines. A full range of industrial uses are permitted and encouraged. Nonindustrial uses are significantly restricted to facilitate freight mobility, retain market feasibility for industrial development, prevent land use conflicts, reduce human exposure to freight traffic and potential

air quality, noise, and pedestrian safety impacts, and to preserve land for sustained industrial use. The corresponding zones are General Industrial 1 (IG1), General Industrial 2 (IG2), and Heavy Industrial (IH).

The Zoning Map and Zoning Code

The Zoning Map and the Zoning Code are important tools that carry out the goals and policies of the Comprehensive Plan. This section describes the relationship between the land use designations and the base zones, and how base zones and the zoning maps can be amended. The policies are intended to provide a framework and clarity around zoning map and zoning code amendments. The Zoning Code contains the use and development regulations associated with each base zone.

Policies 1.10 through 1.19 may also apply to Zoning Map amendments.

Policy 10.2 Relationship of land use designations to base zones. Apply a base zone to all land and water within the City’s urban services boundary. The base zone applied must either be a zone that corresponds to the land use designation or be a zone that does not correspond but is allowed according to Figure 10-1 — Corresponding and Less-Intense Zones for Each Plan Map Designation. In some situations, there are long-term or short-term obstacles to achieving the level of development intended by the land use designation (e.g., an infrastructure improvement to serve the higher level of development is planned but not yet funded). In these situations, a less intense zone (listed in Figure 10-1) may be applied. When a land use designation is amended, the zone may also have to be changed to a corresponding zone or a zone that does not correspond but is allowed.

Policy 10.3 Amending the Zoning Map.

10.3.a. Amending a base zone may be done legislatively or quasi-judicially.

10.3.b. When amending a base zone quasi-judicially, the amendment must be to a corresponding zone (*see Figure 10-1 — Corresponding and Allowed Zones for Each Land Use Designation*). When a designation has more than one corresponding zone, the most appropriate zone, based on the purpose of the zone and the zoning and general land uses of surrounding lands, will be applied.

10.3.c. When amending a base zone legislatively, the amendment may be to a corresponding zone or to a zone that does not correspond but is allowed (*see Figure 10-1 — Corresponding and Allowed Zones for each Land Use Designation for zones that are allowed*). A legislative Zoning Map amendment may not be to a zone that is not allowed.

10.3.d. An amendment to a base zone consistent with the land use designation must be approved when it is found that current public services are capable of supporting the uses allowed by the zone, or that public services can be made capable by the time the development is complete. The adequacy of services is

LAND USE DESIGNATIONS AND ZONING

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 management, transportation, school district capacity (where a school facility plan exists), and police and fire protection.

10.3.e. An amendment to apply or remove an overlay zone or plan district may be done legislatively or quasi-judicially, and must be based on a study or plan document that identifies a specific characteristic, situation, or problem that is not adequately addressed by the base zone or other regulations.

Policy 10.4 Amending the Zoning Code. Amendments to the zoning regulations must be done legislatively and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:

10.4.a. Promote good planning:

1. Effectively and efficiently implement the Comprehensive Plan.
2. Address existing and potential land use problems.
3. Balance the benefits of regulations against the costs of implementation and compliance.
4. Maintain Portland's competitiveness with other jurisdictions as a location in which to live, invest, and do business.

10.4.b. Ensure good administration of land use regulations:

1. Keep regulations as simple as possible.
2. Use clear and objective standards wherever possible.
3. Maintain consistent procedures and limit their number.
4. Establish specific approval criteria for land use reviews.
5. Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
6. Emphasize administrative procedures for land use reviews while ensuring appropriate community engagement in discretionary decisions.
7. Avoid overlapping reviews.

10.4.c. Strive to improve the code document:

1. Use clear language.
2. Maintain a clear and logical organization.
3. Use a format and layout that enables use of the document by lay people as well as professionals.
4. Use tables and drawings to clarify and shorten the document.
5. Identify and act on regulatory improvement suggestions.

Figure 10-1. Corresponding and Allowed Zones for Each Land Use Designation

LU Designation	Corresponding Zone(s)	Non-corresponding zone(s) that are allowed
Open Space	OS	none
Farm and Forest	RF	OS
Single-Dwelling 20,000	R20	RF, OS
Single-Dwelling 10,000	R10	R20, RF, OS
Single-Dwelling 7,000	R7	R10, R20, RF, OS
Single-Dwelling 5,000	R5	R7, R10, R20, RF, OS
Single-Dwelling 2,500	R2.5	R5, R7, R10, R20, RF, OS
Multi-Dwelling 3,000	R3	R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling 2,000	R2	R3, R2.5, R5, R7, R10, R20, RF, OS
Multi-Dwelling 1,000	R1	R2, R3, R2.5, R5, R7, R10, R20, RF, OS
High- Density Multi-Dwelling	RH	R1, R2, R3, R2.5, R5, R7, R10, R20, RF, OS
Central Residential	RX	RH, R1, R2, R3
Mixed-Use — Dispersed	CM1	CE, R1, R2, R3, R2.5, R5, R7, OS
Mixed-Use — Neighborhood	CM1, CM2, CE	R1, R2, R3, R2.5, R5, OS
Mixed-Use — Civic Corridor	CM1, CM2, CM3, CE	R1, R2, R3, R2.5, R5, OS
Mixed-Use — Urban Center	CM1, CM2, CM3, CE	IG1, EG1, CE, RH, R1, R2, R2.5, OS
Central Commercial	CX	IH, IG1, IG2, EG1, EG2, EX, CM1, CM2, CM3, CE, RX, RH, R1, R2
Mixed Employment	EG1, EG2	IH, IG1, IG2, CM1, CM2, CM3, CE, RF
Central Employment	EX	none
Institutional Campus	CI1, CI2, IR	EG2, EX, CX, CM1, CM2, CM3, CE, R1, R2, R3, R,2.5, R5, R7, R10, R20, RF, OS
Industrial Sanctuary	IH, IG1, IG2	RF (R20, R10, R7, R5, OS) ¹

¹ R20, R10, R7 R5 and OS are allowed zones in the Industrial Sanctuary only where the zoning pre-dates the adoption of the 2035 Comprehensive Plan.

... COMPREHENSIVE PLAN UPDATE ...

2035 Comprehensive Plan

List of Significant Projects

June 2016

Portland's Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Ord. 187832, Vol. 1.1.B, page 392

List of Significant Projects

The List of Significant Projects includes significant projects necessary to support the land uses designated in the Comprehensive Plan. This list is subset of projects included in the Citywide System Plan's Investment Strategy.

Sanitary Sewer and Stormwater Management

The list of significant projects for sanitary sewer and stormwater management is based on existing system plans and includes treatment plant upgrades for capacity and regulatory compliance; pipe capacity projects by sanitary and combined sewer basins; a sanitary sewer extension program; watershed programs to improve stormwater management; and a stormwater program area to address system connectivity and water quality.

Water

The list of significant projects for water is based on system plans and includes projects and programs to address supply, storage, transmission and distribution needs to ensure short and long-term provision of clean water and compliance with drinking water regulations.

Transportation

The transportation list of significant projects includes multi-modal projects to address the needs of pedestrians, bicyclists, transit users, freight, and motorists. Investments in the City's transportation system are needed to maintain existing facilities and to ensure the system meets the needs of Portlanders for decades to come.

LIST OF SIGNIFICANT PROJECTS

Sanitary and Combined Sewer

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
SS-1	CBWTP Improvements	Program includes mid-size improvements at the Columbia Boulevard Wastewater Treatment Plant such as: seismic improvements, outfall diffuser extension, access / egress improvements, bio-solids dryer, dewatered sludge hopper, TWAS piping upgrade, centrifuge. Includes expansion to secondary treatment, if required. All are consistent with the Facilities Plan and the Conditional Use Master Plan.	Columbia Blvd Wastewater Treatment Plant	\$171,808,000
SS-2	TCWTP Improvements	Improvements identified in the facilities plan. Anticipated projects include property acquisition, new headworks/screenhouse, upgrades to the primary clarifier, and construction of an additional secondary clarifier.	Tryon Creek Wastewater Treatment Plant, Lake Oswego	\$55,926,000
SS-3	Pump Station Improvement Program	Program to refurbish or upgrade pump stations not in compliance with current codes, not operating reliably, need improvement due to growth in the receiving basin, and/or over 20 years old with out-of-date equipment. The Pump Station Improvement Plan guides project selection. Program will also address the 57 miles of force mains.	Citywide	\$132,901,000
SS-4	Holladay/Stark/Sullivan - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	Spans NE Broadway, narrowly to 24th; N to Fremont; S to Stark. S of I-84, extends to I-205	\$34,700,000
SS-5	Beech/Essex - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	Willamette River east to Grand between Knott and Alberta	\$18,500,000
SS-6	Oak - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	Willamette River to NE 24th, between Irving and Stark	\$22,600,000
SS-7	Taggart/Insley - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	Willamette River to NE 60th between Stark and the south city limit.	\$60,800,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2013-2033)
SS-8	Wheeler - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	Willamette River, Grand, Prescott, 24th, Hancock.	\$10,300,000
SS-9	Lloyd District - capacity upgrades	Based on Systems Plan and redevelopment activity, adds capacity by creating a separated stormwater system and/or upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Includes high priority pipe rehabilitation if located in project area.	Lloyd District	\$18,500,000
SS-10	Alder - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Includes high priority pipe rehabilitation if located in project area.	Willamette River to SE 42nd bw Stark & Hawthorne; inc. Ladds Addition.	\$41,000,000
SS-11	NE 13th Ave Basin - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	Vancouver, Columbia Blvd, NE 42nd, Prescott	\$17,400,000
SS-12	Northwest Neighborhoods - capacity upgrades	Based on Systems Plan, program adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	NW including hills to ridgeline, excluding downtown	\$41,000,000
SS-13	North Portland - capacity upgrades	Based on Systems Plan, adds capacity by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work includes high priority pipe rehabilitation if located in project area.	West of Peninsular Ave.	\$5,000,000
SS-14	Sanitary Sewer Collection System Capacity (Infiltration & Inflow)	Series of projects to address infiltration and inflow in the sanitary sewer system in SW Portland. Projects typically involve rehabilitation of main lines and laterals and disconnecting storm inlets from the sanitary sewer.	SW	\$56,340,000
n/a	Sewer Capacity Upgrades	Based on Systems Plan, adds capacity in small combined sewer system areas not addressed by specific basin projects, by upsizing pipes and/or adding surface infiltration facilities. Projects prioritized based on risk and benefit/cost. Work may include high priority pipe rehabilitation.	Various	\$50,000,000
n/a	Sewer Extensions	Sewer extensions to relieve septic systems at risk of failure, correct party sewer situations, and provide service where development will be occurring soon and service is not available.	Various	83,462,000

LIST OF SIGNIFICANT PROJECTS

Stormwater Management

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2013-2033)
SM-1	Johnson Creek Willing Seller Ph. 2	Based on the Johnson Creek Restoration Plan, acquisition of land in four target areas for floodplain restoration. Properties are purchased at fair market value and used to implement restoration projects detailed in other capital projects on list.	Johnson Creek Target Areas	10,000,000
SM-2	West Lents Flood Mitigation	Based on the Johnson Creek Restoration Plan, restore floodplain and wetland function in the West Lents target area for flood storage and water quality, stabilize stream banks to protect nearby homes, businesses and downstream sewer infrastructure, and restore habitat. Projects address TMDL requirements, ESA plans and other regulations.	West Lents target area	6,417,000
SM-3	East Lents Area Flood projects	Based on the Johnson Creek Restoration Plan, restore floodplain and wetland function in the East Lents target area for flood storage and water quality, stabilize stream banks to protect nearby homes, businesses and downstream sewer infrastructure, and restore habitat. Projects address TMDL requirements, ESA plans and other regulations.	East Lents target area	8,240,000
SM-4	Other Johnson Creek Target Area Floodplain Projects	Based on the Johnson Creek Restoration Plan, restore floodplain and wetland function in the Tideman Johnson and Powell Butte target areas, and smaller floodplain restoration in partnership with creek-side property owners in other targeted areas, for flood storage and water quality, stabilize stream banks to protect nearby homes, businesses and downstream sewer infrastructure, and restore habitat. Projects address TMDL requirements, ESA plans and other regulations.	Tideman and Powell Butte Target areas plus CRP	5,045,000
SM-5	Johnson Creek Restoration Program Projects	Priority projects along the main stem and tributaries of Johnson Creek to mitigate flooding, improve water quality and wildlife habitat, address stormwater outfalls and culverts, and sanitary sewer protection. Includes restoration of floodplain and wetlands, construction of stream enhancements, and partnership projects with other agencies to meet the objectives of the 2001 Johnson Creek Restoration Plan. Projects address TMDL requirements, ESA plans and other regulations.	Johnson Creek Watershed, various	9,025,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2013-2033)
SM-6	Columbia Slough Outfalls	Design and construction of pollution control facilities for separated stormwater areas flowing through 220-city owned outfalls to the Columbia Slough to address DEQ Sediment Order. Program prioritizes outfalls draining Columbia Boulevard and other high traffic City roadways.	Columbia Boulevard area	14,250,000
SM-7	Columbia Slough Restoration Projects	Culvert replacement, water quality facilities and wetland and habitat restoration and enhancement to improve water quality, habitat and hydrology. Projects address TMDL requirements, infrastructure deficiencies, ESA plans and other regulations and may include partnership with other agencies. Includes in-stream restoration as well as stormwater system improvements.	Columbia Slough Watershed, various	11,121,000
SM-8	Fanno Creek Stormwater System Improvements	Projects to address TMDLs, recommended by the Fanno/Tryon TMDL predesign. 1-5 year projects include stormwater retrofits along the Beaverton-Hillsdale Highway, addressing deficient stormwater outfalls, and other stormwater system improvements.	Fanno Watershed: Beaverton-Hillsdale corridor and various	2,700,000
SM-9	Tryon Creek Stormwater System Improvements	Projects to address TMDLs, recommended by the Fanno/Tryon TMDL predesign. 1-5 year projects include stormwater retrofits along the I-5 and Barbur Blvd. corridors, addressing deficient stormwater outfalls, and other stormwater system improvements.	Tryon Watershed: I-5/Barbur area, and various	2,675,000
SM-10	Fanno/Tryon Drainage Shoulder Improvements	Drainage improvements for high priority City maintained roadside ditches along arterial streets in the Fanno and Tryon watersheds. Projects address water quality, as recommended by the Fanno/Tryon TMDL predesign. Includes SW Hamilton and SW Stephenson and future projects.	Fanno and Tryon Creeks watersheds (various)	5,401,000
SM-11	Fanno/Tryon Restoration Projects	In-stream restoration and improvements to address water quality, hydrology and habitat, including TMDL requirements, ESA plans and other regulations. Includes culvert replacement, stream daylighting, sanitary sewer protection and other restoration in both the Fanno and Tryon creek watersheds. Projects recommended by the Fanno/Tryon TMDL predesign and watershed plans.	Fanno and Tryon Creeks watersheds, various	7,557,000
SM-12	Willamette River Restoration Projects	Projects to improve water quality, habitat and hydrology along the main stem river and tributaries (subwatersheds) to address TMDL requirements, ESA plans and other regulations. Includes in-stream and floodplain restoration and enhancement.	Willamette River Watershed	17,600,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2013-2033)
SM-13	Stephens Creek Stormwater System Improvements	Address stormwater issues in the Stephens Creek subwatershed, including unmanaged stormwater discharge, pollution reduction and detention facilities, restoration of riparian and wetland functions, erosion and sediment loading at outfalls.	Stephens Creek Subwatershed	14,323,000
n/a	Stormwater Management Program Implementation	Improvements to the stormwater management system beginning with the Stephens Creek subwatershed. Other areas of particular concern include elsewhere in SW, outer east, and the Columbia Slough. Specific improvements have not been identified.	Various	56,300,000
n/a	Culvert Replacement Program	Replace or improve stream culverts citywide to improve fish passage and water quality, and address flooding and maintenance needs. Includes completion of culvert replacements on Crystal Springs Creek and other priority projects to address ESA plans and other system needs.	Various/ Citywide	14,302,000
n/a	Watershed Land Acquisition Ph. 1 & 2	Program targets acquisition of medium to high functioning natural resource lands in support of watershed health and stormwater management.	Various/ Citywide	16,000,000

Flood Management

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2013-2033)
FM-1	Columbia River Levee Improvement Project	Identify and implement necessary improvements to the levees within the Multnomah County No 1, Peninsula No 2, and Peninsula No 2 Drainage Districts, so that they are certified as being protective of a 1% chance flood.	MCDD No 1, Peninsula No 1 and No 2 Drainage Districts	100,000,000 – 200,000,000

LIST OF SIGNIFICANT PROJECTS

Water

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
n/a	Dodge Park	Improvements will continue to address security and visitor amenities at the site, trespass/hazard warning signs, alternative park management arrangements, and visitor management. The bureau is committed to improving the maintenance of the park including preservation of existing infrastructure, repairs, replacements and upgrades. New uses for the park include an amphitheater, camping, training area, facility upgrade to the existing building, and special needs assistance for using the park amenities.	Dodge Park	1,200,000
W-1	Emergency Coordination Center	This project designs and constructs the City's Emergency Coordination Center. The bureau will locate its emergency response and security staff at the location. The project location is adjacent to the City's 911 Call Center at SE 99th Ave and Powell Blvd. The total project cost is \$19.85M and PWB is a contributing bureau.	Emergency Coordination Center (SE 99 th and Powell)	1,807,000
W-2	Bertha Service Area Improvements	This project will connect the Bertha 962 pressure zone with the 937 pressure zone with new 8-inch and 4-inch main and a new regulator. This work will allow for the abandonment of the existing main that passes through steep, unimproved right-of-way while maintaining an adequate level of service to the Bertha Service Area.	Bertha Service Area	856,000
W-3	Burnside Pump Station Replacement	This project will decommission the old undersized pump station and modify the nearby Verde Vista pump station to serve the Burnside pumping needs for the next 50 years. The project will also acquire property for the future Burnside pump station to be built 50 years from now.	Burnside Pump Station	2,000,000
W-4	Carolina Pump Main Extension, Phase II	This project will connect the existing Carolina Pump Main (Westwood Tanks) and the Fulton Pump Main (Burlingame Tanks) together. This will be a pump main from the intersection of SW Capitol Hwy and SW Terwilliger Blvd to the Burlingame Tank site.	SW Capitol Hwy – SW Terwilliger	3,184,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
n/a	Distribution Mains	This program includes rehabilitation and replacement of substandard mains, expansion due to applications from private developers, increasing supply for fire protection, improving water quality and water system upgrades due to local improvement districts (LIDs), and street improvements. Main replacements also include appurtenances (e.g. fire hydrants, valves, pressure regulators, service branches, and other facilities).	Various/Citywide	300,738,000
W-5	Division Street Piping	This project will design and construct improvements located in the ROW for the Tabor Reservoir Adjustments project. Improvements will be made to the distribution and transmission systems as well as to Conduits 2 and 3 in SE Division St.	SE Division St	1,680,000
W-6	Forest Park Low Tank	This project will plan, design and construct a single 1.3 million gallon AWWA D110 type 1 tank. This storage is to augment regular system capacity and increase fire flow.	Forest Park Low Tank	2,210,000
n/a	Fountains	The bureau has responsibility for 27 decorative fountains, including repairs, replacements and upgrades. Funding includes provisions for repair of drain lines and valves, replacement of liners, repair and replacement of electrical equipment and lighting systems, repair and replacement of pumps, addition of telemetry, and various improvements to exterior surfaces.	Various/Citywide	3,000,000
W-7	Fulton Pump Station	This project will replace the Fulton Pump Station with a new pump station located in Willamette Park.	Fulton Pump Station	9,060,000
W-8	Greenleaf Pump Station	This project will plan, design and construct a replacement Greenleaf pump station at the existing site. Flow upgrades will remove the Penridge tank from the system. The new pump station will pump directly to the distribution system.	Greenleaf Pump Station	3,500,000
n/a	Hydrants	This project provides for the replacement of fire hydrants that are no longer repairable. Replacements may also occur as part of the bureau's ongoing efforts to standardize hydrant types for more efficient and effective management of maintenance and repair activities.	Various/Citywide	23,900,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
W-9	Interstate Facility Renovation	This project consists of comprehensive reconstruction and improvements to the bureau's System Control Center and Operations and Maintenance Facility, located on North Interstate Avenue, to address seismic and other site vulnerabilities and bring the facility up to current safety and building codes.	Interstate Facility (NE Interstate)	35,323,812
W-10	Portland-Milwaukie Light Rail Project	This project consists of planning, design and construction for relocation of over 5,000 feet of main required for the Portland-Milwaukie Light Rail project. PWB Construction crews and Construction Management Team will assist during the construction phase of the project.	PMLR alignment, SW/SE	1,100,000
n/a	Meters	This project funds the purchase and installation of water meters. The Bureau objective is to maintain meter accuracy to within 3% of actual values.	Various/Citywide	35,690,000
n/a	Pump Stations and Tanks	This program maintains a large variety of infrastructure consisting of water storage tanks, pumps, and pump and control facilities. The bureau uses a reliability centered maintenance (RCM) analysis to prioritize projects in these areas. A key focus of the next five years will be to replace the remote telemetry units at over 140 remote sites. The existing units are over 15 years old, and are becoming obsolete. The servers are at the end of their service cycle, and must also be replaced.	Various/Citywide	20,003,000
W-11	Rose City Sewer Rehabilitation	The project will install new 1207 feet of 8 inch DI, 2 hydrants and 39 services 2 inches or smaller.	Rose City area	2,000
W-12	Raymond Tank Supply Improvements	This project will design and construct improvements at Raymond Tank Site and at an intersection of SE Holgate Boulevard and SE 136th.	Raymond Tank, vicinity	535,000
W-13	Sam Jackson Pump Station	This project will add multiple capital improvements including seismic improvements, replacement of RTU and motor controllers, installation of pump control and check valves, extension of the crane rail, a concrete pad, and installation of a security fence and gate.	Sam Jackson Pump Station	1,400,000
n/a	Services	This project constructs replacement and customer requested water services. A water service is the connection between the water main and any given customer's service meter. Service connections are always performed by Water Bureau crews directed by a certified Water Service Mechanic. An ongoing budget of approximately \$4 million per fiscal year provides for installation of about 1,000 water service connections annually and other upgrades to existing water services.	Various/Citywide	80,000,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
W-14	Willamette River Pipe Crossings	The project replaces major pipelines to strengthen the transmission link between Powell Butte and the service areas west of the Willamette River, including downtown and the storage reservoirs at Washington Park. It includes construction of a new seismically strengthened river crossing to replace the first one of potentially two Willamette River crossings, and new transmission piping on both sides of the river.	Various, Powell Butte – Washington Park	111,600,000
n/a	Water Quality and Regulatory Compliance	The bureau recognizes the Bull Run watershed as a diverse ecosystem. The bureau is committed to preserving this habitat and complying with federal regulations using practical, locally driven solutions. Many of the projects in this subprogram respond to the Endangered Species Act (ESA), including the implementation of the Bull Run Habitat Conservation Plan (HCP) as adopted by City Council and approved by the National Marine Fisheries Service. Consistent with HCP commitments, this program funds easements, purchases land, and also supports projects jointly conducted with other watershed partners.	Bull Run	48,596,000
n/a	Bull Run Watershed	The bureau is committed to updating the Bull Run watershed protection and maintenance procedures and agreements based on the 2007 Bull Run Agreement with the Mt. Hood National Forest. The function of this program is to allocate funds for the capital projects necessary to maintain, improve, and protect the watershed facilities that are not directly related to the water supply system facilities. This includes Bull Run Watershed road reconstruction to ensure continuous, reliable, and safe access to all facilities, as well as maintenance of other city-owned infrastructure within the watershed.	Bull Run	38,410,000
n/a	Dams and Headworks Repair and Rehabilitation	This program provides for assessment of the condition and rehabilitation of dams and other facilities at Headworks. As many of these facilities are between 50 and 70 years old, their safe and reliable operation requires ongoing investment. The program includes preliminary engineering and design of needed repairs, rehabilitation of these facilities, and actual repair work.	Bull Run	3,000,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
W-15	Groundwater Improvements	The Columbia South Shore Wellfield (CSSW) is Portland's alternative supply of water should the Bull Run watershed supply be interrupted for any reason. Projects improve the maintenance of this aging infrastructure, including repairs, selective replacements and upgrades.	CSSW	9,700,000
W-16	Groundwater Collection Main Hardening	Much of the piping connecting the wells to the Groundwater Pump Station is located in liquefiable soils which are vulnerable during a seismic event. This project would design and install measures to "harden" the piping and reduce this vulnerability.	CSSW	20,000,000
W-17	Groundwater Electrical Supply Improvements	This project designs and constructs a new 115kV/4160V transformer and other components to complete a double-ended electrical substation at the Groundwater Pump Station. It will also design and construct a 5kV main breaker replacement and purchase selected spare components.	CSSW	2,071,000
W-18	Groundwater Pump Station Expansion	As water demand increases, the bureau will need to increase the available flows from the groundwater system. The system expansion will include upgrade of the Groundwater Pump Station to provide additional capacity.	CSSW	10,000,000
W-19	Groundwater Wellfield Expansion	As water demand increases, the bureau will need to increase the available flows from the groundwater system. The system expansion will include additional well development and collection mains in the Columbia South Shore area.	CSSW	12,000,000
W-20	Groundwater Wellfield Reliability Enhancements	The bureau is attempting to increase flexibility and preparedness to meet the challenge of an interruption of Bull Run water. It is evaluating electrical vulnerability for the pumping system, reviewing flood inundation vulnerability, and development of a Groundwater Intertie to reduce transmission system vulnerability. Inundation review may be partially completed in partnership with Multnomah County Drainage District.	CSSW	3,000,000
W-21	Powell Valley Well Improvements	The project includes upgrade of the facilities in the previous Powell Valley Road Water District area and connection and integration of these facilities to the PWB water system.	Powell Valley wellfield	3,000,000
n/a	Road 1008	This project will design and construct an overlay for the Bull Run 1008 road.	Bull Run	710,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
n/a	Road 10 MP 0.6-1.8	Design and construct walls, widening, culverts and repave this portion of the Bull Run 10 road.	Bull Run	900,000
n/a	Building Maintenance	The bureau maintains hundreds of structures from the Bull Run watershed to Downtown Portland. These structures range in size from small pump houses to the maintenance hub on Interstate Avenue. The necessary work involves structural repairs and maintenance.	Various/Citywide	3,000,000
n/a	Sandy River Station Upgrade	This project consists of upgrades to the Sandy River Station facilities including an evaluation of a potential move to a different site.	Sandy River station	5,000,000
n/a	West Side Maintenance Facility	A hub is needed on the west side of the Willamette River for maintenance and construction crews, vehicles, equipment and materials, and emergency operations. This project includes construction of the facility within the next 20 years.	West of Willamette River, tbd	5,000,000
n/a	Conduit 5	This project would include installation of sections of a new Conduit 5 as growth occurs and the condition of the existing conduits worsens.	Conduit 5, east of city limits	75,000,000
n/a	Conduits and Transmission Mains	The conduits that bring water to Portland from the Bull Run watershed are pipes 56 to 72 inches in diameter. This program funds repairs, replacements and upgrades to these key pipelines. Reliable service to the City and the City's wholesale customers is the key reason for the bureau's commitment to improve maintenance of this aging infrastructure.	Various/Citywide	63,525,000
W-22	Kelly Butte Reservoir	The purpose of this project is to increase storage capacity from 10MG to 25MG by replacing the existing tank with a buried reservoir. This includes site access, construction access and easements, staging areas, and on-site storage areas. This project establishes Kelly Butte as the key facility that will be used for system pressure equalization and in-town terminal storage in lieu of the Mt. Tabor open reservoirs.	Kelly Butte	66,970,000
n/a	New Conduit Intertie	This project would address concerns about the capability of the conduit system to withstand hazards and deliver an uninterrupted supply to the City. The project will improve reliability of flow during emergency conditions and for maintenance by providing additional isolation and interconnectivity.	Conduit, east of city limits	10,000,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
W-23	Powell Butte Reservoir 2	This LT2 project is being constructed in 2 phases – Phase 1 is complete. The project is currently in Phase 2, the construction of a 50 million gallon buried reservoir at Powell Butte. It includes a short section of Conduit 5, construction of a maintenance and storage facility, replacing the caretaker’s house, construction of an interpretive center and restrooms, reservoir overflow, park improvements and mitigation requirements as part of the conditions for approval in the 2003 LUR Type III CUMP.	Powell Butte	35,220,000
W-24	Powell Butte Reservoir 3	This project constructs a third reservoir at Powell Butte and possible bypass piping around the Butte.	Powell Butte	100,000,000
n/a	Sandy River Conduit Relocation, Phase II	The bureau is committed to increasing the flexibility and preparedness to meet the future challenge of a natural disaster. This project will relocate the Sandy River crossings of Conduit 3. The crossings of Conduit 2 and 4 have already been completed. These conduits were identified in the system vulnerability study as vulnerable to seismic, volcanic, flooding, and other natural and manmade hazards.	Sandy River crossing	5,000,000
W-25	Tabor Reservoir Adjustments	This project includes adjustments to piping, structures and other features at Mt. Tabor in order to move storage elsewhere and physically disconnect the open reservoirs from the public water system for compliance with LT2. Project does not include disposition of the reservoirs after they have been disconnected from the public water system.	Mt. Tabor	3,355,000
W-26	Washington Park Reservoir 3	The project will plan, design and construct a new buried reservoir to replace open reservoir No. 3. This project is one solution toward compliance with LT2 replacement of the open reservoirs. It is assumed that Reservoir # 4 will be used as the overflow detention structure. We envision that the buried reservoir would be topped with a reflecting pond and historical features would be protected to retain its visual appeal.	Washington Park	52,100,000
W-27	West Side Transmission Main Improvements	These mains include the Sam Jackson to Downtown Pipeline and the Jefferson Street Supply mains. These large transmission mains are needed to strengthen the supply to terminal storage located on the west side of the Willamette River.	Various, SW Portland	20,000,000

LIST OF SIGNIFICANT PROJECTS

Map ID	Project Title	Project Description	Location	Rough Cost Estimate (2014-2032)
n/a	Treatment Facilities Improvements	Treatment of Portland's drinking water is the most complex activity the bureau engages in while operating the water system. This project would include several related projects for the Bull Run water supply, at Bull Run Headworks and the Lusted Hill Facility. Projects would likely be driven by State and Federal regulations	Bull Run	150,000,000

Transportation

The List of Significant Projects for Transportation is found in the Transportation System Plan.

... COMPREHENSIVE PLAN UPDATE ...

2035 Comprehensive Plan

Comprehensive Plan Map

June 2016

Portland's Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan



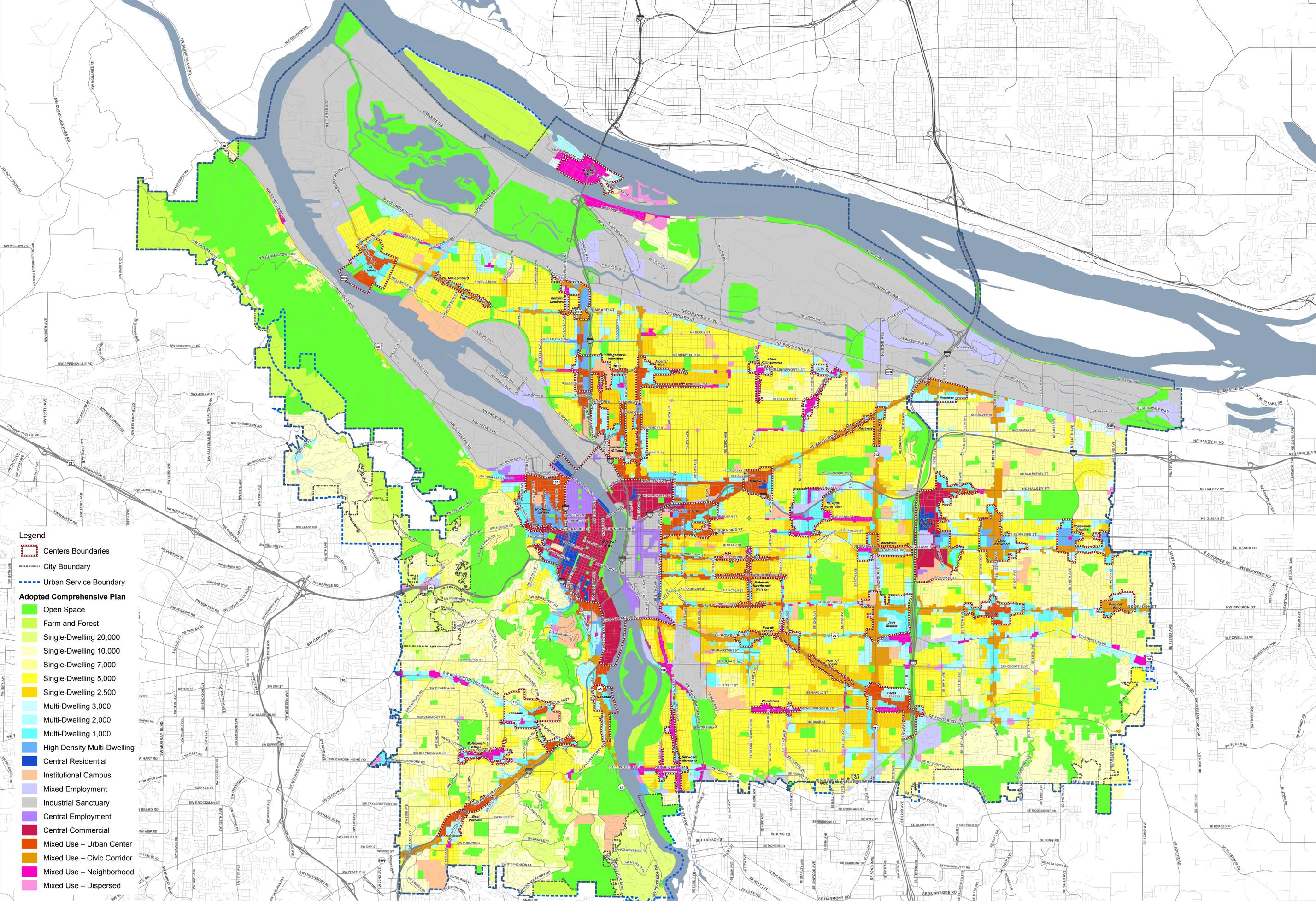
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Ord. 187832, Vol. 1.1.B, page 410

Adopted 2035 Comprehensive Plan Land Use Map, June 2016



The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.



... COMPREHENSIVE PLAN UPDATE ...

2035 Comprehensive Plan

Glossary

June 2016

Portland's Comprehensive Plan Update
For more information, visit:
www.portlandoregon.gov/bps/pdxcompplan



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Ord. 187832, Vol. 1.1.B, page 414

Glossary

The Comprehensive Plan uses clear, everyday language as much as possible. Words and terms in the Glossary have the specific meaning stated below when used in the Comprehensive Plan, unless the context clearly indicates another meaning. Words not included in this Glossary are defined by their dictionary meaning, or in some cases, by their meaning in state or federal law.

Accountability: The ability to identify and hold public officials responsible for their actions.

Access: 1) The ability to approach or make use of transportation facilities, parks and open space, public infrastructure, or businesses and services that are open to the public. Good access means within proximity (up to a half mile) that is free from physical barriers for those with limited mobility. 2) Providing a wide variety of information and involvement opportunities, activities, and settings as part of meaningful community engagement in public decision-making.

Accessory dwelling unit (ADU): A second dwelling unit on a lot with a house, attached house, or manufactured home. The second unit is created auxiliary to, and is always smaller than, the house, attached house, or manufactured home. The unit includes its own independent facilities including provisions for sleeping, cooking, and sanitation, and is designed for occupancy by one or more people independent of the primary dwelling unit.

Active transportation: Transportation that involves physical activity, including walking, biking, or using transit.

Adaptive management: A dynamic planning and implementation process that applies scientific principles, methods, and tools to incrementally improve management activities. Management strategies change as decision makers learn from experience and better information, and as new analytical tools become available. Adaptive management can involve frequent modification of planning and management strategies, goals, objectives, and benchmarks.

Adopt: This directs the City to adopt a specific plan or regulation.

Affordable housing: Housing that serves extremely low, very low, and low-income households. In determining affordability, the cost of housing, utilities, and transportation are considered. The U.S. Department of Housing and Urban Development (HUD) defines “affordable” as housing that costs no more than 30 percent of a household’s monthly income.

Aggregate resources: Naturally occurring concentrations of stone, rock, sand and gravel, decomposed granite, lime, pumice, cinders, and other naturally occurring solid materials used in road building.

GLOSSARY

Air Toxics. Air pollutants known or suspected to cause cancer or other serious health problems. Air toxics include diesel soot, benzene, polycyclic aromatic hydrocarbons (tar-like by-products from auto exhaust and other sources), and metals including manganese, nickel, and lead. Air toxics come from a variety of sources including cars and trucks, all types of burning (including fireplaces and woodstoves), businesses, and consumer products such as paints. There are currently no federal standards for air toxics. Oregon has adopted ambient benchmark concentrations that serve as clean air goals for 52 air toxics known to be present in the state.

Each air toxic of concern has a benchmark set based on its non-cancer or cancer causing effects, whichever level would be more protective. An ambient benchmark concentration is the annual average concentration of a toxic chemical in air that individuals, including more sensitive groups such as children or the elderly, could breathe continuously for a lifetime without experiencing any non-cancer health effects or without air pollution monitor 2 increasing their risk above the background cancer rate by greater than one chance in a million.

Archaeological resource: Part of the physical record of an indigenous or other culture. Archaeological resources are material remains of past human life or activity, including, but not limited to, monuments, symbols, tools, facilities, technological by-products, and dietary by-products. As defined under state law, archaeological objects are more than 75 years old.

Asset management: The continuous cycle of asset inventory, condition, and performance assessment that aims to provide cost-effective provision of a desired level-of-service for physical assets. Asset management includes planning, design, construction, maintenance, operation, rehabilitation, and replacing assets on a sustainable basis, while considering social, economic, and environmental impacts.

Best practice: An activity that has proven its effectiveness in multiple situations and may have applicability in other situations.

Biodiversity: The variety of life and its processes, including the variety of living organisms, the genetic differences among them, and communities and ecosystems in which they occur.

Bird-friendly building design: Structural design approaches and management practices that reduce the risk of mortality or harm to resident and migratory birds from collisions, entrapment, or other hazards. Approaches and practices include but are not limited window and building façade treatments that deter bird strikes (such as patterned glass or reduced exterior glass), exterior and interior lighting designs that direct light downward or otherwise avoid light spill, and turning lights off at night during specified periods.

Brownfield: Real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant.

Business Associations: An autonomous non-profit organization with membership guidelines in its bylaws formed by people in business within a defined geographic boundary for the purpose of promoting the general well-being of their business community (*see City Code Section 3.96.020*).

Carbon emissions: Carbon dioxide and other greenhouse gas equivalents from the mining and use of fossil fuels in homes, industry, business, transportation, and electricity generators.

Centers: Places with concentrations of commercial and community services, housing, gathering places, and transit connections. Centers provide services to surrounding neighborhoods and are intended to be enhanced as places because they are a focus of housing and job growth. There are four types of centers with varying functions, levels of activity, and scales and intensities of development:

- **Central City:** Corresponds to the Central City plan district, which serves as the region’s premier center, anchoring an interconnected system of centers.
- **Gateway Regional Center:** Corresponds to the Gateway plan district, East Portland’s largest center, which is intended to be enhanced as an employment and community service hub within the area and region.
- **Town Centers:** Large centers that serve a broad area of the city and have an important role in accommodating growth. They provide a full range of commercial and community services, high-density housing, mid-rise commercial and mid-rise mixed-use buildings (typically up to five to seven stories in height), are served by high-capacity transit connections, and have a substantial employment component. Town Centers provide housing opportunities for enough population to support a full-service business district.
- **Neighborhood Centers:** Centers that primarily serve adjacent neighborhoods and provide opportunities for additional housing and low- to mid-rise commercial and mixed-use buildings (typically up to three to five stories in height). They provide a range of local commercial and community services and transit connections. Neighborhood Centers provide housing opportunities for about half the population needed to support a neighborhood business district.

Centers and corridors: When used together, “centers and corridors” refers generally to places where development is concentrated, including the Central City and the Gateway Regional Center, Town Centers, and Neighborhood Centers, along Civic Corridors and Neighborhood Corridors, and at Transit Station Areas.

City: City is capitalized when it refers specifically to City of Portland government. When it is used to designate a geographic area, it is not capitalized.

City Greenways: A system of distinctive pedestrian- and bicycle-friendly streets and trails, enhanced by lush tree canopy and landscaped stormwater facilities that support active living by expanding transportation and recreational opportunities and making it easier and more

GLOSSARY

attractive to reach destinations across the city. City Greenways are a network that includes the following types of infrastructure:

1. Enhanced greenway corridors are distinctive streets with extensive tree canopy and landscaped stormwater facilities that provide connections between major centers, schools, parks, natural areas, and the rivers. Enhanced greenway corridors often involve improvements to existing streets, including wide planting strips and other features that provide space for large-canopy trees.
2. Trails are designated routes on land or water that provide public access for recreation or transportation purposes, such as walking and bicycling. They are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.
3. Heritage parkways are iconic streets or segments of streets with elements such as linear parkways, scenic views, and distinctive landscaping or street design.
4. Neighborhood greenways are an extensive network of streets with low volumes of motor vehicle traffic that are prioritized for bicycles and enhance the pedestrian environment, working in conjunction with the rest of the City Greenways system to extend the system into all neighborhoods.

Clustered housing/clustered services: A non-traditional housing model that refers to housing that is built, planned, or organized to offer long-term living services. Housing options range from cottages to multi-unit high-rises and can be on single lots or campus settings. In most cases the service provider, rather than the housing provider, is responsible for delivery of services.

Cohousing: A non-traditional housing model that is designed to foster an intentional community and cooperation, while preserving independence. Cohousing combines the autonomy of private dwellings with the advantages of community living by clustering private residences near shared facilities. The members typically design and manage all aspects of their community.

Community: A group of people with a shared sense of identity or belonging.

Community-validated population data: Historically, the U.S. Census has undercounted communities of color and culturally-specific communities. This is particularly true for the Native American community. One way to redress this issue is to find other options for getting a more realistic estimate. Community-validated population data, an evidence based approach, is one such method that involves the use of an independent primary source (like the tribal registry numbers in case of the Native American community) and triangulating that data with other available sources/research to arrive at an estimate.

Complete neighborhood: A neighborhood where people have safe and convenient access to the goods and services needed in daily life, which include a variety of housing options, grocery stores and other commercial services, high-quality public schools, and parks. Complete

neighborhoods are also easily accessible by foot, wheelchair, bike, and transit for people of all ages and abilities.

Complete streets: Complete streets provide accessibility to all users of the right-of-way regardless of age, ability, or mode of transportation. They are designed and operated to make better places and to enable safe access for all modes, including people walking and bicycling, those using a mobility device, motorists, and transit riders.

Comply: Has been evaluated against the Comprehensive Plan's applicable goals and policies, and on balance is equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.

Conflict with: Incompatible or irreconcilable with.

Consider: Take into account when planning or making decisions.

Consistent with: The subject meets the requirements of, satisfies, or adheres to the regulations, mandate, or plan listed in the goal or policy.

Continue: Persist in an activity or process.

Coordinate: Work together with others toward a common goal; collaborate.

Corridor: An area that may be a single major street, or a broad mobility corridor, which provides connections for a range of transportation modes (transit, pedestrians, cyclists, freight, motor vehicles, etc.), not necessarily on the same street. There are three types of corridors:

- **Civic Corridor:** A prioritized subset of the city's most prominent transit and transportation streets. They connect centers, provide regional connections, and include segments where commercial development and housing are focused. Civic Corridors are intended to continue their important transportation functions while providing livable environments for people, and evolving into distinctive places that are models of ecological design.
- **Neighborhood Corridor:** Main streets that connect neighborhoods with each other and to other parts of the city. They support neighborhood business districts and provide housing opportunities close to local services, amenities, and transit lines. Neighborhood Corridors are streets that include a mix of commercial and higher-density housing development. They have less-intense development and transportation function than Civic Corridors.
- **Freight Corridor:** Primary routes into and through the city that support Portland as an important West Coast hub and a gateway for international and domestic trade. These facilities are integral to the growth of traded sector businesses such as manufacturing, warehousing, and distribution industries.

GLOSSARY

Cost burdened households: As defined by the U.S. Department of Housing and Urban Development (HUD), any household that spends more than 30 percent of its income on housing is categorized as a “cost burdened household.” Because they are burdened by housing costs, such households may have difficulty affording other necessities such as food, clothing, transportation, and medical care.

Critical infrastructure: Systems that are essential for the functioning of society and the economy, including energy generation, transmission and distribution; telecommunications; water supply and wastewater; transportation systems; public health; and security and emergency response services.

Criteria air contaminants (CACs; Criteria air pollutants): A set of air pollutants that cause smog, acid rain, and other health hazards. CACs are typically emitted from many sources in industry, construction, open burning/fires, mining, transportation, electricity generation, and agriculture. In most cases they are the products of the combustion of fossil fuels or industrial processes. The Clean Air Act requires the EPA to set U.S. National Ambient Air Quality Standards (NAAQS) for the six CACs. They include ozone, particulate matter, lead, carbon monoxide, sulfur oxides, and nitrogen oxides. The criteria pollutants of most concern in Portland are ozone and fine particulate matter.

Cultural resource: Aspects of cultural systems that contain significant information about a culture. These resources include, but are not limited to, districts, sites, buildings, structures, and objects that are associated with people, cultures, and human activities and events, either in the present or in the past.

Design: Determine the shape or configuration of something. This verb is used for physical outcomes for which the City will establish parameters for plans and through implementation.

Discourage: Deter or prevent from happening by showing disapproval or creating disincentives.

Displacement: Households or businesses involuntarily forced to move from a neighborhood because of increasing market values, rents, or changes in the neighborhood’s ability to meet basic needs in the case of households, or erosion of traditional client base in the case of businesses.

District Coalition: An organization which supports participation services for Neighborhood Associations and everyone within a geographically defined area, and is subject to City Code Chapter 3.96.

Ecodistricts: Areas, typically located in centers, where energy, water, and resource-efficiency approaches are undertaken at a district scale, sometimes including district energy systems and other shared systems.

Ecological community: An assemblage of interacting populations occupying a given area.

Ecological function: The physical, chemical, and biological functions of a watershed such as flow conveyance and storage, channel dynamics, nutrient cycling, microclimate, filtration, control of pollution and sedimentation, water quality, terrestrial and aquatic habitat, and biodiversity.

Ecosystem: A dynamic system formed by the interaction of a community of organisms with their environment.

Ecosystem services: The contribution of ecosystem conditions and processes to human well-being including the production of goods and processes that control variability, support life, health, and safety, enrich cultural life, and preserve options. Examples include pollination of trees and plants, climate regulation, flood mitigation, stormwater management, clean air and water, recreational opportunities, and satisfaction of aesthetic and spiritual needs.

Enable: To supply with the means, knowledge, or opportunity; make able.

Encourage: Promote or foster using some combination of voluntary approaches, regulations, or incentives.

Engagement: A process that strives to build collaboration between local government and the community. Engagement is an umbrella term to describe all levels of public participation including education, outreach, involvement, collaboration, and shared decision-making.

Ensure: To make something certain; to make sure that something will happen or be available.

Environmental justice: The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies.

Equity: When everyone has access to the opportunities necessary to satisfy their essential needs, advance their well-being, and achieve their full potential.

Establish: Create something, such as a program or project, that does not yet exist.

Expand: Make something that already exists more extensive.

Evaluate: Assess the range of outcomes, and identify costs and benefits.

Facilitate: To make something easier; to help bring about or make run more smoothly.

Family wage: The minimum income necessary, depending on family size, for a person working 40 hours a week, to meet their basic needs, such as housing, food, health care, childcare, and transportation.

Foster: Encourage or guide the incremental development of something over a long period of time.

GLOSSARY

Gentrification: An under-valued neighborhood that becomes desirable, resulting in rising property values and changes to demographic and economic conditions of the neighborhood. These changes include a shift from lower-income to higher-income households, and often there is a change in racial and ethnic make-up of the neighborhood's residents and businesses.

Green infrastructure: Public or private assets — either natural resources or engineered green facilities — that protect, support, or mimic natural systems to provide stormwater management, water quality, public health and safety, open space, and other complementary ecosystem services. Examples include trees, ecoroofs, green street facilities, wetlands, and natural waterways.

Green street: A green street is a street with a landscaped street-side planter or bioswale that captures stormwater runoff from the street and allows it to soak into the ground as soil and vegetation filter out pollutants. A green street is not the same as a City Greenway, though a City Greenway may include green street elements.

Guide: Shape or direct actions over time to achieve certain outcomes. This verb is used when the City has a role in shaping outcomes but implementation involves multiple other implementers and actions taking place over a long period of time.

Habitat-friendly development: Strategies to provide habitat for, and prevent harm to, native resident and migratory wildlife. Examples include habitat-oriented ecoroofs, bridges, buildings, and sites, including features such as nest platforms and bat boxes. Strategies also involve development design and practices that: limit the amount of light, noise, vibration, and other disturbance or hazards that negatively affect wildlife and wildlife habitat, especially during vulnerable wildlife life cycles (such as mating/nesting season and migration); improve wildlife access and passage, by limiting fencing, roads, culverts and other barriers between important habitats (e.g., desirable feeding and watering sites); and minimize the impact of construction on and in rivers, and on terrestrial species (such as nesting birds).

High-capacity transit: High-capacity transit is public transit that has an exclusive right of way, a non-exclusive right of way, or a combination of both. Vehicles make fewer stops, travel at higher speeds, have more frequent service, and carry more people than local service transit such as typical bus lines. High-capacity transit can be provided by a variety of vehicle types including light rail, commuter rail, streetcar, and bus.

High-density housing: Refers generally to housing that is mid- to high-rise in building scale.

High-performance and green homes: High-performance and green homes conserve energy and water, are healthier for the occupants and the environment, have lower utility bills, manage stormwater, and are more durable and adapt to the long-term needs of their residents through design that accommodates people of all ages and abilities. To ensure performance, high-performance and green homes must be assessed and rated by a third-party green building certification program.

High-rise: A building more than 10 stories in height.

High-risk infrastructure: Infrastructure assets that have a high risk of failure, based on the likelihood and consequence of that failure.

Historic resource: A structure, place, or object that has a relationship to events or conditions of the human past. Historic resources may be significant for architectural, historical, and cultural reasons. Examples include historic landmarks, conservation landmarks, historic districts, conservation districts, and structures or objects that are identified as contributing to the historic significance of a district, including resources that are listed in the National Register of Historic Places. Rank I, II, and III structures, places, and objects that are included in historic inventories are historic resources.

Housing + transportation (H+T) cost burden: A household's ability to afford a house or apartment is most often measured by calculating the percentage of household income devoted to housing costs, the single biggest expense for most households. However, transportation costs are typically the second-biggest draw on household income. Current thinking suggests that to get a true measure of household cost burden, we need to combine housing (H) and transportation (T) cost. The measure for the Portland Metro area is that households spending more than 50 percent of their income on housing and transportation are considered cost burdened.

Hydrologic: Of or pertaining to the properties, circulation, or distribution of water on or below the surface, in the soils and aquifers, or in the atmosphere.

Implement: To put something into effect.

Improve: Make the current situation better; increase; enhance; expand services, facilities, or resources to become better in terms of quality, condition, effectiveness, or functionality.

Income self-sufficiency: Households with adequate income, based on family type, to cover local costs of basic needs, such as housing, food, health care, childcare, and transportation. *See also Living wage.*

Include: Incorporate as part of a whole.

Infrastructure: Necessary municipal or public services, provided by the government or by private companies and defined as long-lived capital assets that normally are stationary and can be preserved for a significant number of years. Examples are streets, bridges, tunnels, drainage systems, water and sewer lines, parks, pump stations and treatment plants, dams, and lighting systems. Beyond transportation and utility networks, Portland includes buildings, green infrastructure, communications, and information technology as necessary infrastructure investments that serve the community. *See also Public facility.*

Inner Ring Districts: Parts of the Inner Neighborhoods that are within walking distance of the Central City, as shown on the Pattern Areas map in the Chapter 3: Urban Form.

Invest: Spend money and/or other resources.

GLOSSARY

Lessons learned: Insights drawn from past actions, projects, and operations that are applied to or inform current and future projects. Lessons can be positive or negative, in that they may recommend that an approach be replicated or avoided in the future.

Level of service: A defined standard against which the quality and quantity of service can be measured. A level of service can take into account reliability, responsiveness, environmental acceptability, customer values, and cost.

Limit: Minimize or reduce something or the effects of something relative to the current situation or to a potential future situation.

Living wage: The minimum income necessary for a person working forty hours a week to meet their basic needs, such as housing, food, health care, childcare, and transportation. *See also Income sufficiency.*

Low-density areas: Refers generally to residential areas outside centers and corridors that are predominantly zoned for single-dwelling housing and lower-density multi-dwelling housing.

Low-impact development: Strategies to reduce the environmental impact of development on natural systems, including hydrology and vegetation. These strategies include using paving and roofing materials that reduce impervious area; clustered or small lot development that reduces disturbance area; vegetated stormwater management that mimics pre-development site hydrology; alternative road layout and narrower streets; natural area protection; and landscaping with native plants.

Low and moderate income: Typically based on annual Median Family Income (MFI) limits published by HUD. Households earning: 0-30 percent MFI are “extremely low-income”; 31-50 percent MFI are “very low-income”; 51-80 percent MFI are “low-income”; 81-120 percent MFI are “moderate-income”.

Low-rise: A building that is up to four stories in height.

Maintain: Keep what you have; conserve; preserve; continue.

Median Family Income (MFI, or Median Household Income): The amount that divides the income distribution into two equal groups, half having income above that amount, and half having income below that amount. MFI is typically stated based on family size. Unless otherwise stated, when used in the Plan, MFI refers to MFI for a family of four.

Mid-rise: A building between five and seven stories in height.

Needed housing units: Statewide Planning Goal 10 – Housing defines needed housing units as housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels. The term also includes government-assisted housing. For cities having populations larger than 2,500 people and counties having populations larger than 15,000 people, "needed housing units" include (but are not limited to) attached and

detached single-family housing, multiple-family housing, and manufactured homes, whether occupied by owners or renters.

Neighborhoods: Broad areas of the city that typically include residential, commercial, and mixed-use areas. Neighborhoods are physical communities located outside of the Central City and large industrial areas. The term “neighborhoods” may, but is not always intended to, refer to specific Neighborhood Association geographies.

Neighborhood Association: An autonomous organization formed by people for the purpose of considering and acting on issues affecting the livability and quality of their neighborhood, formally recognized by the Office of Neighborhood Involvement, and subject to City Code Chapter 3.96.

Neighborhood business districts: Commercial areas outside the Central City, usually adjacent to neighborhood residential areas. A subset of neighborhood business districts are designated as centers, which, in addition to their commercial functions, are prioritized as a focus for residential growth and community amenities and services. Other neighborhood business districts allow residential development, providing additional housing options close to services, but are not a prioritized focus for this growth.

Non-traditional housing types: Housing types and models that do not conform to existing practices or standards of housing development and household living. A unit can be non-traditional based on its construction materials or the living arrangements of its occupants. Cohousing is one non-traditional housing type.

Older adults: Population 65 years of age or more, as defined by the Action Plan for an Age-Friendly Portland.

Park: An open space owned or managed by a public agency for recreational and/or natural resource values. This includes all traditionally-designed parks, gardens, and specialized parks under the stewardship of Portland Parks & Recreation.

Pattern Areas: Five primary geographies in Portland that have differing physical characteristics, needs, and assets. Each of these areas has unique topographies and natural features, patterns and types of development, street and other infrastructure characteristics, and histories that have shaped their urban form. The five primary Pattern Areas are:

- **Central City:** This area corresponds to the Central City plan district and is also a major center.
- **Inner Neighborhoods:** This area includes inner portions of the city that originally developed during the streetcar era, prior to World War II. It includes a large part of the city east of the Willamette River, extending roughly to 82nd Avenue, and also the inner westside “flats,” located between the river and the West Hills.
- **Western Neighborhoods:** This area includes the West Hills (Tualatin Mountains) and areas to the west.

GLOSSARY

- **Eastern Neighborhoods:** This area includes eastern portions of the city, mostly located east of 82nd Avenue and largely annexed to Portland in the 1980s and 1990s.
- **River:** This area includes the land along the Willamette and Columbia Rivers and the Columbia Slough.

Permanently-affordable housing: This refers to a housing status which means that a certain unit, whether rented or owned, continues to remain affordable to lower income households. A variety of programs and strategies are used to keep the unit mostly below market price. For example, properties with homes that are rented are owned and operated by nonprofit charitable corporations that agree to hold this real estate to provide affordable shelter in perpetuity. Similarly, for homeownership units, the land remains public while the unit is sold below market price with restrictions on resale.

Placemaking: The collaborative act of identifying current or creating new, distinctive public environments or places to be experienced by people. These places build on existing assets that include physical, social, or natural characteristics.

Plans and investments: Legislatively adopted land use plans, zoning maps, zoning regulations, comprehensive plan map designations, the policies and projects identified in the Transportation System Plan, and changes to the list of significant capital projects necessary to support the land uses designated in the Comprehensive Plan (the List of Significant Projects). The phrase “planning and investment decisions” is also used to mean decisions about plans and investments as defined here.

Portlanders: People who live, work, do business, own property, or visit Portland, including people of any race, ethnicity, sex, gender or gender identity, sexual orientation, belief system, political ideology, ability, socioeconomic status, educational status, veteran status, place of origin, language spoken, age, or geography.

Preserve: Save from significant change or loss and reserve for a special purpose.

Prevent: Proactively avoid or hinder adverse impacts or outcomes.

Prime industrial land: As defined by Statewide Planning Goal 9 – Economic Development, land that is suited for traded sector industries and possesses site characteristics that are difficult or impossible to replace elsewhere in the region.

Prioritize: To treat something as more important than something else. Policies that use this verb must identify the things that will be treated as more important, and the other things that will be treated as less important.

Priority populations: For housing, a program implementation approach designed to improve access and outcomes and eliminate disparities based on race and ethnicity for those who currently and have historically been under-served.

Prohibit: Don't allow at all; stop from happening.

Promote: Further the progress of, advance, or raise.

Prosperity: When the term prosperity is used, it includes prosperity for households not just for businesses.

Protect: To defend or guard against loss, injury, or destruction. Policies calling for protection apply to multiple topic areas and can be accomplished or supported using various tools, such as regulations to prohibit or limit an action, investments such as land acquisition, agreements, and community partnerships.

Provide: To supply, offer, or make available. The City must be able to supply the item or service in question.

Public facility: Any facility, including buildings, property, and capital assets, that is owned, leased, or otherwise operated, or funded by a governmental body or public entity. Examples of public facilities include sewage treatment and collection facilities, stormwater and flood management facilities, water supply and distribution facilities, streets, and other transportation assets, parks, and public buildings. *See also Infrastructure.*

Public realm: The system of publicly accessible spaces that is made up of parks and other open spaces, streets, trails, public or civic buildings, and publicly-accessible spaces in private buildings (such as lobbies or courtyards). This system works with, and is framed by, adjacent development and building edges that help energize and define the public spaces of streets, sidewalks, and parks.

Recreational facilities: Major park elements such as community centers, swimming pools, and stadiums, as well as smaller elements such as boat docks and ramps, play areas, community gardens, skateparks, sport fields and courts, stages, fountains, and other water features. Recreational facilities are located within lands under the stewardship of Portland Parks & Recreation and are designed for active recreation or other specific uses.

Recognize. To acknowledge and treat as valid.

Recognized organization: An organization formally recognized by the Office of Neighborhood Involvement (ONI) pursuant to City Code 3.96.060, and organizations participating in ONI's Diversity and Civic Leadership Program.

Reduce: Lessen something relative to the current situation.

Regulated affordable housing. Housing that is made affordable through public subsidies and/or agreements or statutory regulations that restrict or limit resident income levels and/or rents. Regulated affordable housing generally provides housing for households that otherwise could not afford adequate housing at market rates.

Remove: To do away with; eliminate.

Require: Compel; demand something.

GLOSSARY

Residential areas: Predominantly residential areas located outside centers, civic corridors, and transit station areas.

Resilience/resiliency: The capability to anticipate, prepare for, respond to, and recover from significant multi-hazard threats with minimum damage to social well-being, the economy, and the environment.

Restore: Recreate elements that are missing; move something back to its original condition; rehabilitate.

Rural land. Land that is within the City limits but outside the Regional Urban Growth Boundary, which has been annexed prior to establishment of the boundary.

Shared governance: Shared decision making between the community and the City of Portland. Shared governance is based on partnerships, equity, accountability, and community ownership. This model empowers all Portlanders to have a voice in decision making, thus encouraging diverse and creative input that will help advance the vision and goals of the City of Portland.

Short-term supply of employment land: As defined by Statewide Planning Goal 9 – Economic Development, suitable land that is ready for construction within one year of an application for a building permit or request for service extension. Engineering feasibility is sufficient to qualify land for short-term supply, and funding availability is not required.

Special service district: An independent governmental unit that exists separately from the general purpose government. Special service districts provide specialized services to persons living within a geographic area. Examples include drainage districts, port authorities, and mass transit agencies.

Strive: Devote serious effort or energy to; work to achieve over time.

Support: To aid the cause of.

Traded sector: A business sector consisting of companies that compete in markets extending beyond the metropolitan region. These companies include exporters to markets outside the region, suppliers to regional exporters, and businesses whose products substitute for regional imports.

Trails: Designated routes on land or water that provide public access for recreation or transportation purposes, like walking and bicycling. Trails are often located along rivers, through natural areas, or along rail or highway rights-of-way, with connections to and through neighborhoods.

Transit station areas: Areas within a half-mile of light rail and other high-capacity transit stations. Some transit station areas are located within centers or civic corridors and are subject to policies for those types of places.

Transparency: Reliable, relevant, and timely publicly available information about government activities and decision making.

Under-served: People and places that historically and currently do not have equitable resources, access to infrastructure, healthy environments, housing choice, etc. Disparities may exist both in services and outcomes.

Under-represented: People and communities that historically and currently do not have an equal voice in institutions and policy-making, and have not been served equitably by programs and services.

Universal Design principles: Underlying Universal Design is the principle that buildings and their sites should be built or renovated in ways that can work for all — for a “universal” population. People have varying abilities, temporary or permanent, throughout life. Rather than doing special or separate design to accommodate differences in age and ability, Universal Design principles foster design that works for all. The seven principles of Universal Design are: equitable use; flexibility in use; simple and intuitive use; perceptible information; tolerance for error; low physical effort; and size and space for approach and use.

Urban Habitat Corridor: Natural and built areas that provide safe, healthy places for resident and migratory fish and wildlife species that live in and move through the city. As a system, they link habitats in Portland and the region, facilitating safe fish and wildlife access and movement through and between habitat areas. Enhanced habitat corridors are places where there is existing significant fish or wildlife habitat, as identified in the Natural Resource Inventory, and where habitat connectivity will be improved over time. Potential habitat corridors will be established over time. They are places where habitat features and functions (e.g., trees, vegetation, nesting and perching sites, food, etc.) will be integrated into generally more developed areas of the city.

Urban land. Land that is within the City limits, the Regional Urban Growth Boundary, and the City’s Urban Services Boundary.

Urban heat island: The urban heat island effect is a measurable increase in ambient urban air temperatures resulting primarily from the replacement of vegetation with buildings, roads, and other heat-absorbing infrastructure. The heat island effect can result in significant temperature differences between rural and urban areas.

Urbanizable land. Land that is beyond the City limits, within the Regional Urban Growth Boundary, and within the City’s Urban Services Boundary.

Utilize: To put to use; to make practical or worthwhile use of. Conveys intention to apply a resource toward a purpose.

Watershed: The area that catches rain and snow and drains into a corresponding river, stream, or other waterbody. A watershed is a geographic area that begins at ridge tops (highest elevations) and ends at a river, lake, or wetland (lowest elevation). Within a watershed, there can also be sub-watersheds. These drainage areas are smaller and are defined by their tributaries.

Acknowledgements

Thank you to the over 10,000 Portlanders who contributed their ideas and testimony to the development of this Comprehensive Plan.

Portland City Council

Charlie Hales, Mayor
Nick Fish, Commissioner
Amanda Fritz, Commissioner
Steve Novick, Commissioner
Dan Saltzman, Commissioner
Mary Hull Caballero, Auditor

Project Leadership,

Bureau of Planning and Sustainability (BPS)

Susan Anderson, Director
Joe Zehnder, Chief Planner
Eric Engstrom, Principal Planner
Deborah Stein, Principal Planner
Tom Armstrong, Supervising Planner
Kevin Martin, Technical Services Manager

City Bureau Directors

Tracy Reeve, City Attorney
Andrew Scott, City Budget Office (CBO)
Paul Scarlett, Bureau of Development Services (BDS)
Lisa Turley, Bureau of Emergency Communications (BOEC)
Carmen Merlo, Bureau of Emergency Management (PBEM)
Mike Jordan, Bureau of Environmental Services (BES)
Dean Marriott, BES*
Dante James, Office of Equity and Human Rights (OEHR)
Samuel Hutchison, Fire & Police Disability & Retirement
Chief Erin Janssens, Portland Fire & Rescue (PF&R)*
Chief John Klum, PF&R *
Martha Pellegrino, Government Relations
Kurt Creager, Portland Housing Bureau (PHB)
Traci Manning, PHB *
Fred Miller, Office of Management and Finance (OMF)
Amalia Alarcón Morris, Office of Neighborhood Involvement (ONI)
Mike Abbaté, Portland Parks & Recreation (PP&R)
Chief Larry O’Dea, Police Bureau (PPB)
Chief Mike Reese, PPB *
Patrick Quinton, Portland Development Commission (PDC)
David Shaff, Portland Water Bureau* (PWB)
Michael Stuhr, PWB
Dan Bauer, Interim CTO, Bureau of Technology Services (BTS)
Ben Berry, CTO, BTS*
Leah Treat, Portland Bureau of Transportation (PBOT)

Planning and Sustainability Commission (PSC)

André Baugh (Chair)
Katherine Schultz (Vice Chair)
Howard Shapiro (Vice Chair)
Karen Fischer Gray
Don Hanson
Mike Houck
Lai-Lani Ovalles*
Gary Oxman
Michelle Rudd
Jill Sherman*
Chris Smith
Teresa St. Martin
Margaret Tallmadge
Irma Valdez*

Community Involvement Committee (CIC)

Howard Shapiro, Chair
Paula Amato
Jason Barnstead-Long
Denise Barrett
Christina Blaser
Judy BlueHorse Skelton
Lois Cohen
Jessica Conner
Kenneth Doswell
Elizabeth Gatti*
Judith Gonzalez-Plascencia*
Anyeley Hallova
Rev. Brian Heron*
Shirley Nacoste*
Linda Nettekoven
Lai-Lani Ovalles*
Stanley Penkin
Kevin Pozzi*
Ryan Schera*
Simphiwe Laura Stewart
Peter Stark*
Alison Stoll
Jovan Young

Policy Expert Groups (PEGS)

Community Involvement

Glenn Bridger, Public Involvement Advisory Council
Kyle Brown, Public Involvement Advisory Council
Ronault "Polo" Catalani, OEHR
Nickole Cheron, ONI
Greg Greenway, Public Involvement Advisory Council
Sara Schooley, PBOT
Morgan Masterman, PDC
Linda Nettekoven, Public Involvement Advisory Council; CIC
Howard Shapiro, PSC; CIC
Mike Vander Veen, Public Involvement Advisory Council
Desiree Williams-Rajee, BPS; Public Involvement Advisory Council
Robb Wolfson, Multnomah County Office of Citizen Involvement
Staff leads:
Marty Stockton, BPS
Paul Leistner, ONI
Facilitator: Deb Meihoff, Communitas Planning

Economic Development

Steven Abel, Stoel Rives
Betsy Clapp, Multnomah County Health Department
Lois Cortell, PDC
Kirsten Day, Perkins Coie; Impact NW
Justin Douglas, PDC
David Ellis, Lewis & Clark College
Peter Finley Fry, Central Eastside Industrial Council
Tom Foley, Energy Trust of Oregon
Carol Lee Gossett, NE Coalition of Neighborhoods
Douglas Hardy, BDS
Bob Hillier, PBOT
Karen Homolac, Business Oregon Brownfields Program
Mike Houck, PSC; Urban Greenspaces Institute
Susie Lahsene, Port of Portland
Debbie Kitchin, InterWorks LLC; Portland Business Alliance
Dean Marriott, BES
Michael Montgomery, US Bank
Judith Mowry, OEHR
Anne Naito-Campbell, Bill Naito Company
Kirk Olsen, Dermody Properties, NAIOP
Ted Reid, Metro
Marty Stiven, Providence Health & Services
Staff Lead: Steve Kountz, BPS
Facilitator: Joe Hertzberg, Solid Ground Consulting

Education and Youth Success

Paul Cathcart, Portland Public Schools Office of School Modernization
Lois Cohen, CIC; Lois D. Cohen Associates
Ernesto Contreras, Architect; Hillsdale Main Street Design Committee
Karen Fischer-Gray, PSC; Parkrose School District Superintendent
Will Fuller: Elders in Action; Southwest Neighborhoods Inc. Schools Committee
Bob Glascock, BPS*
Gabe Graff, PBOT; Safe Routes to Schools Program
Diana Hall, Multnomah County SUN Service System
Douglas Hardy, BDS
Michelle Lagos, Portland Area Business Association; SMYRC; Outside In volunteer
Mary Richardson, PP&R; SUN Community Schools
Troy Tate, Urban League Social Justice and Civic Leadership; non-profit preschool director
Stacey Triplett, Metro Sustainability Center; Intertwine Conservation Education
Lilly Windle, Lincoln High School Visual Arts Teacher
Helen Ying, representing East Portland school districts
Staff Lead: Deborah Stein, BPS
Facilitator: Clark Worth, Barney & Worth

Equity Working Group

Facilitator: Judith Mowry, OEHR

Networks

Carolyn Briggs, Community Member; Intertwine Alliance
Aaron Brown, Community Member
Ivy Dunlap, BES
Mike Faha, Community Member, GreenWorks
Eric Hesse, TriMet
Denver Igarta, PBOT
Keith Liden, Community Member; Parsons Brinckerhoff
Linda Nettekoven, CIC
Gavin Pritchard, Community Member
Lidwien Rahman, Oregon Department of Transportation
Allan Schmidt, PP&R
Irene Schwoeffermann, Coalition for a Livable Future
Chris Smith, PSC
Jay Sugnet, BPS*
Peter Stark, Community Member, Architect
Pia Welch, Community Member, FedEx Express
Staff Lead: Courtney Duke, PBOT
Facilitator: Jim Owens, Cogan Owens Cogan

Watershed Health and Environment

Ann Beier, Portland Office of Healthy Working Rivers*
 Judy BlueHorse Skelton, CIC
 Claire Carder, Community Member
 Corky Collier, Columbia Corridor Association
 Ben Duncan, Multnomah County Health Department
 Renee Hackenmiller-Paradis, Community Member
 Don Hanson, PSC
 Marla Harrison, Port of Portland
 Mike Houck, PSC; Urban Greenspaces Institute
 Roberta Jortner, BPS*
 Maryhelen Kincaid, Community Member
 Noelwah Netusil, Community Member
 Thomas Puttman, Community Member
 Emily Roth, PP&R
 Bob Sallinger, Community Member
 Jonathon Soll, Metro
 Jennifer Thompson, U.S. Fish and Wildlife
 Paul Ward, Yakama Nation
 Marie Walkiewicz, BES
 Jeri Williams, ONI
Staff Leads:
 Sallie Edmunds, BPS
 Shannon Buono, BPS
Facilitator: Dena Marshall, Solid Ground Consulting

Industrial Land and Watershed Working Group

Jane Bacchieri, BES
 Judy BlueHorse Skelton, Portland State University
 Bernie Bottomly, Portland Business Alliance
 Tom Bouillion, Port of Portland
 Claire Carder, Community Member
 Corky Collier, Columbia Corridor Association
 Tom Dechenne, Community Member
 Ben Duncan, Multnomah County
 Peter Finley Fry, Community Member
 Don Hanson, PSC
 Larry Harvey/Jeff Swanson, Working Waterfront Coalition
 Mike Houck, PSC; Urban Greenspaces Institute
 Jennifer Hudson, Schnitzer Steel
 Maryhelen Kincaid, Community Member
 Michael Montgomery, US Bank
 Bob Sallinger, Audubon Society
 Steve Sieber, Community Member
 Pia Welch, Community Member
 Travis Williams, Willamette Riverkeeper
Staff Leads:
 Tom Armstrong, BPS
 Sallie Edmunds, BPS
Facilitator: Joe Hertzberg, Solid Ground Consulting

Infrastructure Equity

Afifa Ahmed-Shafi, ONI
 Amalia Alarcon de Morris, ONI
 Susan Aldrich, BES
 Roger Anthony, Community Member
 Roger Averbeck, Community Member
 Johnell Bell, TriMet
 Danielle Brooks, OMF
 Matthew Brown, Community Member
 Alexander Deley, Community Member
 Justin Fallon Dollard, Portland Public Schools
 Elizabeth Gatti, CIC
 Cynthia Gomez, Community Member
 Karyn Hanson, BES
 Celia Heron, OMF
 Muna Idow, OEHR*
 Michelle Kunec-North, BPS
 Jeff Leighton, PWB
 Kathryn Levine, PBOT
 Jackeline Luna Acosta, Community Member
 Karen Meyer, Community Member
 Lai-Lani Ovalles, PSC; CIC
 Midge Purcell, Community Member
 Olivia Quiroz, Multnomah County Health Department
 Steph Routh, Community Member
 Michelle Rudd, PSC
 Joe VanderVeer, Community Member
 Randy Webster, PP&R*
 Sara Weiner-Collier, Community Member
Staff Lead: Bob Glascock, BPS*
Facilitator: Andree Tremoulet, Portland State University

Neighborhood Centers

Kate Allen, PHB*
 Lisa Bates, Community Member; Portland State University
 Jason Barnstead-Long, CIC
 Andre' Baugh, PSC
 Paul Cathcart, Portland Public Schools
 Kristin Cooper, BDS
 Gordon Davis, Community Member; Developer
 Alan DeLaTorre, Community Member; Portland State University Institute on Aging
 Betty Dominguez, Home Forward
 Justin Douglas, PDC
 Ivy Dunlap, BES
 Allen Field, Community Member; Richmond Neighborhood Association
 Gabe Genauer, Community Member; Builder
 Ryan Givens, Lents/Foster Green EcoDistrict
 Bob Granger, Community Member; Cully Association of Neighbors
 Brett Horner, PP&R
 Denver Igarta, PBOT

Carol Mayer-Reed, Community Member; Landscape Architect
Rick Michaelson, Community Member; Historic Preservation League of Oregon
Jennifer Moore, Multnomah County Health Department
Gary Oxman, PSC
Dora Perry, Office of City Commissioner Fritz
Mark Raggett, BPS
Nick Sauvie, Community Member; Rose Community Development
Alison Stoll, CIC
Staff Lead: Bill Cunningham, BPS
Facilitator: Steve Faust, Cogan Owens Cogan

Residential Development and Compatibility

Matt Davis, Multnomah County Health Department
Tamara DeRidder, Community Member, NE Portland
John Gibbon, Community Member, SW Portland
Anyeley Hallova, CIC
Michael Hayes, Community Member, SE Portland
Gabe Headrick, Community Member, SE Portland
Rodney Jennings, BPS
Gordon Jones, Community Member; Development Professional
James McGrath, Community Member; Urban Designer
Rod Merrick, Community Member, SE Portland
Erika Palmer, Community Member, East Portland
Stanley Penkin, CIC
Samuel Rodriguez, Community Member; Development Professional
Emily Sandy, BDS
Eli Spevak, Community Member; Development Professional
Irma Valdez, PSC
Justin Wood, Community Member; Development Professional
Staff Lead: Barry Manning, BPS
Facilitator: Deb Meihoff, Communitas Planning

Project Management

Michele Crim, BPS
Eden Dabbs, Communications lead, BPS
Courtney Duke, Chapter 9 lead, PBOT
Sallie Edmunds, BPS
Michelle Kunec-North, CSP and Chapter 8 lead, BPS
Alex Howard, BPS
Julie Ocken, BPS
Art Pearce, PBOT
Julia Thompson, Communications manager, BPS
Marie Walkiewicz, BES
Desiree Williams-Rajee, BPS
Sandra Wood, BPS

Project Staff

Susan Aldrich, BES
Kate Allen, PHB*
Arlene Amaya, BPS
Betsy Ames, OMF
Michelle Anderson, BPS*
Nora Arevalo, BPS
Marc Asnis, Urban Design, BPS
Kathryn Beaumont, City Attorney
Debbie Bischoff, BPS
Tabitha Boschetti, BPS
Tyler Bump, BPS
Shannon Buono, Chapter 10 lead, BPS
Al Burns, Chapter 1 lead, DLCDC coordination, BPS
Ellen Burr, BPS
Mindy Brooks, BPS
Jenn Cairo, PP&R
JoEllen Carothers, BPS
Jessica Connor, BPS
Sara Culp, BES
Bill Cunningham, chapters 3 and 4 lead, BPS
Bob Glascock, BPS*
Sally Erickson, PHB
Courtney Ferris, BPS*
Joan Frederiksen, West District Liaison, BPS
Julia Gisler, BPS
Diane Hale, BPS
Susan Hartnett, OMF
Julie Hernandez, BPS
Rachael Hoy, BPS
Sarah Huggins, PP&R
Peter Hurley, TSP Projects, PBOT
Denver Igarta, PBOT
Rodney Jennings, BPS
Chaise Jonson, BPS
Roberta Jortner, Chapter 7 lead, BPS
Steve Kountz, Chapter 6 lead, BPS
Madeline Kovacs, BPS*
Uma Krishnan, Chapter 5 lead, BPS
Lora Lillard, BPS
Neil Loehlein, BPS
Leslie Lum, North District Liaison, BPS

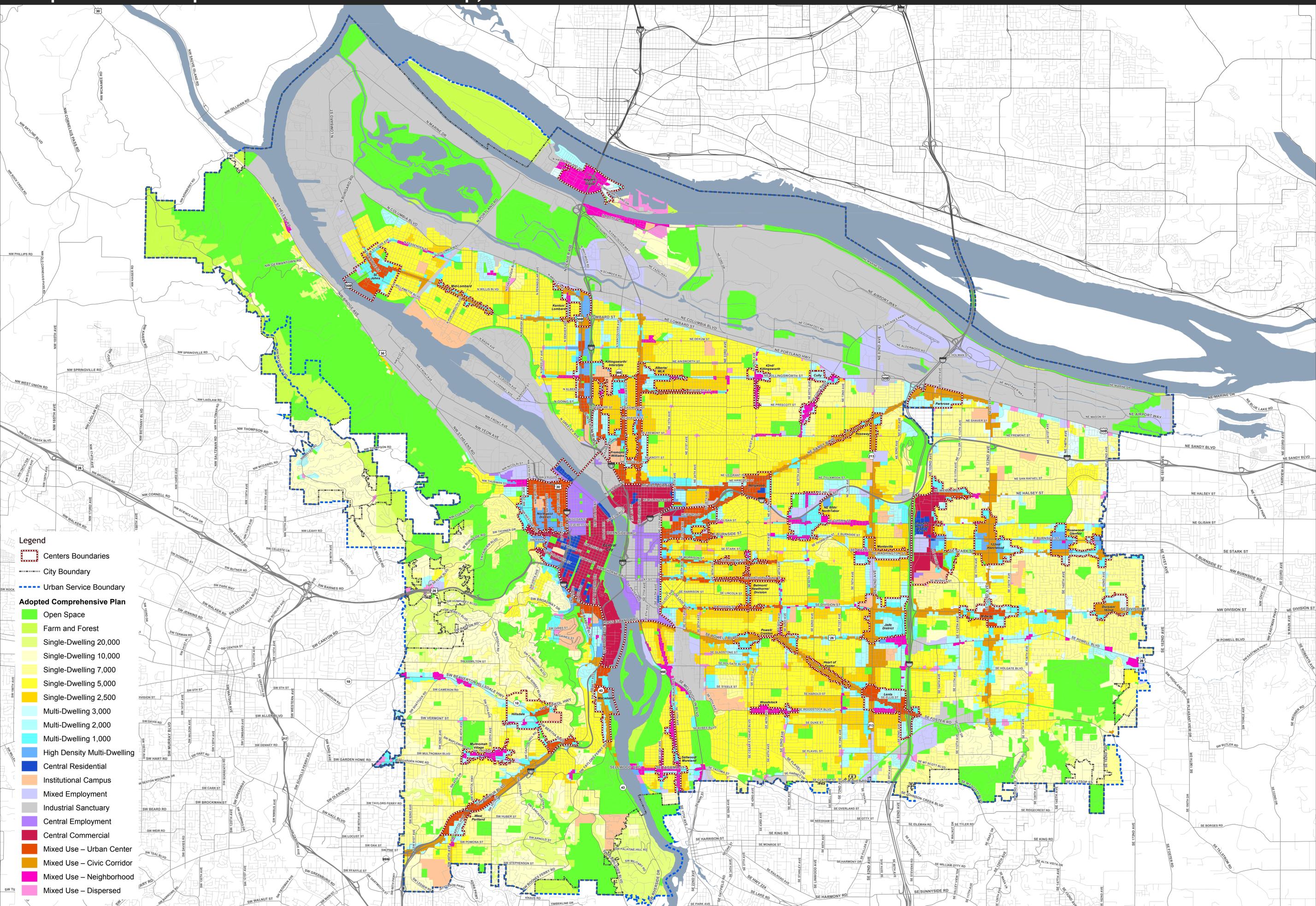
Barry Manning, BPS
Derek Miller, BPS
Kim McCarty, PHB
Erik Olson, OMF
Carmen Piekarski, GIS Analyst lead, BPS
Mark Raggett, Urban Design Framework lead, BPS
Linly Rees, City Attorney
Mike Saling, PWB
Ralph Sanders, BPS*
Chris Scarzello, East District Liaison, BPS
David Sheern, PHB
Nan Stark, Northeast District Liaison, BPS
Marty Stockton, Chapter 2 lead, SE District Liaison, BPS
Zef Wagner, TSP Projects, PBOT
Sara Wright, Community Involvement & Outreach lead, BPS

The Comprehensive Plan project leadership also acknowledges the contributions of other staff at partner City bureaus and public agencies who contributed to the Plan. In particular, Metro, TriMet, Oregon Department of Transportation, Portland Development Commission, Port of Portland, Multnomah County Health Department, Portland Public Schools, David Douglas School District, and the Oregon Department of Land Conservation and Development contributed staff time and information.

The Department of Land Conservation and Development also provided periodic review technical assistance grants to support policy development.

*Former member/City staff

Adopted 2035 Comprehensive Plan Land Use Map, June 2016



The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.



TSP Major Projects List

Transportation System Plan Update

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
10005	Portland	Portland	Pedestrian Network Completion Program	Citywide	Gaps and deficiencies in Portland's pedestrian network present significant barriers to pedestrians. Many of these can be remedied through modest expenditures to address the most critically needed improvements. These projects should contribute to an increase in safe walking as disincentives to usage are eliminated and the continuity of the pedestrian network is improved. Example projects include sidewalk gap infill, sidewalk improvements, safer shoulders, shared streets, pathways, trails, crossing improvements, wayfinding improvements, accessibility improvements, and signal modifications. The program will also work to identify and implement needed improvements in designated Pedestrian Districts.	\$ 60,200,000	Yes	Years 1 - 20
10006	Portland	Portland	Bikeway Network Completion Program	Citywide	Gaps and deficiencies in Portland's bikeway network present significant barriers to bicyclists. Many of these can be remedied through modest expenditures to address the most critically needed improvements. These projects should contribute to an increase in safe bicycling as disincentives to usage are eliminated and the continuity of the bikeway network is improved. Example projects include new bike lanes and sharrows, improvements to existing bikeways, wayfinding improvements, colored bike boxes and lanes, and signal modifications. This program will coordinate with paving projects to ensure that new striping designs are developed ahead of time and implemented in conjunction with paving. The program will also work to identify and implement needed improvements in designated Bicycle Districts.	\$ 24,000,000	Yes	Years 1 - 20
10007	Portland	Portland	Neighborhood Greenways Program	Citywide	The Neighborhood Greenway system provides a network of safe and comfortable pedestrian/bicycle priority routes on low-volume, low-speed streets. The Neighborhood Greenway network will be improved and expanded over time through inexpensive treatments that lower speeds, reduce automobile volumes, create safer crossings of busy streets, and provide wayfinding. Example project elements include speed bumps, sharrows, signage, diverters, curb ramps, lighting, and improved crossings.	\$ 19,500,000	Yes	Years 1 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
10008	Portland	Portland	High Crash Corridor Program	Citywide	High Crash Corridors are streets in Portland with a high concentration of crashes. The High Crash Corridor program uses relatively inexpensive education, enforcement and engineering solutions to address crash problems in a short period of time. Example projects include improved crossings, lane reorganizations, curb extensions, median islands, speed reader boards, and speed/crosswalk enforcement.	\$ 67,100,000	Yes	Years 1 - 20
10009	Portland	Portland	Safe Routes to School Program	Citywide	Portland Safe Routes to School is a partnership of the City of Portland, schools, neighborhoods, community organizations and agencies that advocates for and implements programs that make walking and biking around our neighborhoods and schools fun, easy, safe and healthy for all students and families while reducing our reliance on cars. The Portland Safe Routes to School program currently provides Education, Encouragement, Engineering, Enforcement, and Evaluation in an Equitable manner (6 'E's) to support students in schools to be safe, have fun, grow healthy and get there.	\$ 71,500,000	Yes	Years 1 - 20
10010	Portland	Portland	Transit Priority Program	Citywide	Improve transit speed, reliability, safety, and access along major transit corridors. Example projects include sidewalk infill, crossing improvements, stop improvements, stop consolidation or relocation, signal priority, queue jumps, and transit-only lanes. The program will coordinate with TriMet and other transit agencies to identify and implement these improvements.	\$ 9,500,000	Yes	Years 1 - 20
10011	Portland	Portland	Freight Priority Program	Citywide	Improve freight speed, reliability, safety, and access along major freight routes. Example projects include signal priority, freight-only lanes, queue jumps, loading zones, and turning radius improvements. The program will coordinate with the Port of Portland and other freight-related organizations to identify and implement these improvements.	\$ 9,500,000	Yes	Years 1 - 20
10012	Portland	Portland	Transportation System Management Program	Citywide	Transportation System Management (TSM) seeks to identify improvements to enhance the capacity of existing system through operational improvements. Through better management and operation of existing transportation facilities, these techniques are designed to improve traffic flow, air quality, and movement of vehicles and goods, as well as enhance system accessibility and safety. Example projects include corridor signal timing, electronic message boards, variable speed limits, traveler information services, traffic cameras, bluetooth readers, and other intelligent transportation system (ITS) elements.	\$ 9,500,000	Yes	Years 1 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
10013	Portland	Portland	Transportation & Parking Demand Management Program	Citywide	Transportation & Parking Demand Management (TDM) seeks to better utilize existing capacity in the transportation system and parking supply by reducing single-occupant automobile trips through demand management strategies. This is achieved by encouraging people through education, outreach, incentives and pricing to choose other modes, share rides, travel outside peak times, and telecommute, among other methods. TDM program elements include SmartTrips outreach, TDM Plan requirements for new development, and parking management planning and implementation. TDM is often implemented in partnerships with community organizations, neighborhood and business associations, developers and property managers.	\$ 19,500,000	Yes	Years 1 - 20
10014	Portland	Portland	Alternative Street Design Program	Citywide	Many streets in the City of Portland do not meet full City standards. Unimproved and substandard streets cause safety, access and mobility issues for all users and fail to manage stormwater runoff. The Alternative Street Design Program will plan and implement lower-cost alternative design treatments that enhance safety, access, and mobility when funds are lacking for more extensive upgrades. Ideally, these design treatments would be concurrent with stormwater improvements. Example projects include "shared street" improvements to gravel streets, new connections through undeveloped rights-of-way, and improvements to substandard paved streets. The program could be funded by a combination of Local Improvement Districts, development impact fees, local transportation funds (e.g. Our Streets), Bureau of Environmental Services (BES) stormwater funds, and other grant and community investment opportunities.	\$ 20,000,000	Yes	Years 1 - 20
20002	Portland	Portland / ODOT	I-405 Corridor ITS	14th/16th, NW (Glisan - Burnside); 13th/14th, SW (Burnside - Clay)	ITS improvements at six signals between Clay and Glisan including communications infrastructure; closed circuit TV cameras, variable message signs for remote monitoring and control of traffic flow.	\$ 505,080	Yes	Years 1 - 10
20005	Portland	UPRR	NW 10th Ave Pedestrian/Bicycle Bridge	10th, NW (Overton - Naito Parkway)	Construct a pedestrian/bicycle bridge over the railroad tracks.	\$ 2,293,250	Yes	Years 11 - 20
20007	Portland	Portland	South Portal Intersection Improvements	Bancroft/Hood/Macadam, SW	Improve the South Portal to the North Macadam District (intersection of Bancroft, Hood, and Macadam) to address safety and capacity issues.	\$ 10,000,000	Yes	Years 1 - 10
20008	Portland	Portland	Belmont to MLK Ramp Realignment	Belmont St, SE (ramp to MLK)	Realign the ramp from Belmont to MLK to provide better access to the Central Eastside.	\$ 2,104,500	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
20010	Multnomah County	Multnomah County	Broadway Bridge Rehabilitation	Broadway Bridge	Rehabilitate mechanical system, approach structure, corrosion control, phase 1 seismic.	\$ 22,700,000	Yes	Years 1 - 10
20011	Multnomah County	Multnomah County	Burnside Bridge Rehabilitation, Phase 1	Burnside Bridge	Rehabilitate mechanical system, approach structure, corrosion control, phase 1 seismic.	\$ 25,000,000	Yes	Years 1 - 10
20012	Multnomah County	Multnomah County	Burnside Bridge Ped/Bike Access Improvements	Burnside Bridge, E/W	Improve bicycle and pedestrian access from the Burnside Bridge to Waterfront Park and Eastbank Esplanade.	\$ 1,963,022	No	
20014	Portland	Portland	W Burnside Corridor Improvements	Burnside St, W (NW 15th to NW 23rd)	Design and construct boulevard improvements including pavement reconstruction, wider sidewalks, curb extensions, safer crossings, new traffic signals, and traffic management.	\$ 9,173,000	Yes	Years 1 - 10
20016	Portland	Portland / ODOT	Central City TSM	Central City	Implement Central City TSM improvements to arterials.	\$ 3,240,930	Yes	Years 11 - 20
20017	Portland	Portland	SW Clay/2nd Intersection Improvements	Clay St & 2nd Ave, SW	Make intersection improvements, including signalization.	\$ 500,000	Yes	Years 1 - 10
20018	Portland	Portland	Clay/MLK Intersection Improvements	Clay St & MLK Jr Blvd, SE	Geometric, signalization, and channelization improvements to allow access to westbound Clay street from southbound MLK.	\$ 1,296,372	Yes	Years 11 - 20
20027	ODOT	ODOT	South Portland Connectivity Improvements	I-405/US26/Ross Island Bridge, SW	Construct new freeway access from Ross Island Bridge to I-405 and US 26 to improve connections between regional facilities and separate traffic from neighborhood streets.	\$ 50,000,000	No	
20039	Portland	Portland	South Waterfront Ped/Bike Improvements	South Waterfront District, SW	Implement pedestrian and bicycle district access improvements identified in the North Macadam Transportation Development Strategy.	\$ 3,250,050	Yes	Years 1 - 10
20040	Portland	Portland	South Waterfront Street Connections	Arthur, Gibbs, & Lowell, SW (River Parkway - Moody)	Arthur, Gibbs, and Lowell are the primary connectors between Moody-Bond and River Parkway and will be constructed in phases as development occurs in North Macadam District.	\$ 5,261,250	Yes	Years 1 - 10
20042	Portland	TriMet	South Waterfront Transit Improvements	South Waterfront, SW	Implement transit improvements identified in the North Macadam Transportation Development Strategy, including multi-modal transit hub and local bus service improvements.	\$ 2,806,000	Yes	Years 1 - 10
20049	Portland	Portland	North Portal Street Improvements	Sheridan St, SW (Water - Bond); Water / Corbett Ave, SW (Sheridan - Kelly)	Improve access into the northern end of the North Macadam District by improving SW Corbett and SW Sheridan Street, including their connections with SW Kelly Way, SW Harbor Drive, and SW River Parkway.	\$ 9,256,116	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
20050	Portland	Portland / ODOT	Southern Triangle Circulation Improvements	Southern Triangle, SE (area bounded by Powell, 12th, railroad, river, and Hawthorne Br)	Improve local street network and regional access routes in the area between Powell, 12th, Willamette River, railroad mainline, and Hawthorne Bridge. Improve freeway access route from CEID to I-5 SB via the Ross Island Bridge.	\$ 4,051,163	Yes	Years 1 - 10
20057	Portland	Portland	Willamette Greenway Trail Extension	Willamette Greenway Trail, SW (Marquam Br - Lowell)	Provide two paths in order to separate bicyclists from pedestrians in remaining gaps (Marquam Bridge to SW Gibbs, SW Lowell to SW Lane, Benz Springs) of South Waterfront's Willamette Greenway trail.	\$ 2,430,845	Yes	Years 1 - 10
20063	Portland	Portland	Belmont/Morrison Bikeway	Belmont/Morrison St, SE (Water - 34th)	Design and implement separated in-roadway and/or enhanced shared roadway bicycle facilities on Belmont and Morrison from Water to 34th. Redesign the intersection of Belmont & 25th to calm traffic and facilitate bicycle crossings.	\$ 1,870,000	Yes	Years 11 - 20
20065	Portland	Portland	Interstate-Larrabee Bridge Improvements	Interstate Ave, N (Tillamook - Larrabee)	Remove the existing weight-restricted, low-clearance, poor-condition Interstate to Larrabee southbound flyover ramp (Bridge #153). Replace the existing weight-restricted, poor-condition Interstate Semi-viaduct (Bridge #152). Construct multimodal transportation improvements to the alternate southbound route to N Broadway and reconfigure Broadway/Larrabee intersection. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 5,191,867	Yes	Years 1 - 10
20068	Portland	Portland	NE 12th Ave Bridge Replacement	12th Ave, NE (over I-84 and railroad tracks)	Replace the existing fracture critical 12th Ave bridge (Bridge #025) over I-84 and railroad tracks with a new structure. Provide multimodal transportation improvements on the new structure. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 9,736,909	Yes	Years 1 - 10
20069	Portland	Railroad	NW Marshall Pedestrian/Bicycle Bridge	Marshall, NW (9th Naito Parkway)	Construct a pedestrian/bicycle bridge over the railroad tracks.	\$ 2,751,900	No	
20070	Portland	Portland	NW Naito Safety Improvements	Naito Pkwy, NW (Broadway Bridge - North of Terminal One)	Construct multimodal safety improvements including a lane reorganization, pedestrian improvements, and bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 4,559,750	Yes	Years 1 - 10
20073	Portland	Portland	SE Stark/Washington Corridor Improvements	Stark/Washington, SE (Water - Sandy)	Improve safety and capacity by restriping and signalizing Stark and Washington as they intersect with MLK, Grand, and Sandy. Project may include a couplet design with bicycle facilities from Water to Sandy.	\$ 2,000,000	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
20075	Portland	Portland	Water/Stark Corridor Improvements	Water Ave, SE (Stark - Clay); Stark St, SE (Water - 3rd)	Construct the multimodal transportation enhancements laid out in the Central Eastside Street Plan.	\$ 2,000,000	Yes	Years 11 - 20
20077	Portland	Portland	Inner Eastside Pedestrian/Bicycle Bridge	7th/8th/9th Ave, NE (over I-84)	Construct a pedestrian/bicycle bridge across Interstate 84 connecting the Lloyd District to the Central Eastside Industrial District.	\$ 8,300,000	Yes	Years 1 - 10
20078	Portland	Portland	Lloyd District Streetscape Improvements	7th/9th Ave, NE (Broadway - Lloyd Blvd)	Construct sidewalk improvements, mid-block crossings, and other enhancements to create a more pedestrian-oriented streetscape.	\$ 5,045,150	Yes	Years 1 - 10
20079	Portland	Portland	Lloyd Blvd Ped/Bike Improvements	Lloyd Blvd, NE (Grand - 12th)	Widen and enhance the pedestrian walkway along the south edge of Lloyd Blvd. Design and implement a protected bikeway along Lloyd Blvd.	\$ 2,000,000	Yes	Years 1 - 10
20089	Portland	Portland	W Burnside/Couch Corridor Improvements, Phase 1	Burnside/Couch, W/NW (Burnside Bridge - NW 15th)	Construct transportation improvements including traffic signals, turn lanes, curb extensions, bicycle network improvements, crossing improvements, and improvements for transit operations.	\$ 5,000,000	Yes	Years 1 - 10
20091	Portland	Portland	W Burnside/Couch Corridor Improvements, Phase 2	Burnside/Couch, W/NW (Burnside Bridge - NW 15th)	Implements a one-couplet design including new traffic signals, widened sidewalks, curb extensions, bike lanes, on-street parking and street trees. This project will be coordinated with ODOT to address potential impacts to the I-405 interchanges, overcrossings and ramps.	\$ 70,895,353	No	
20097	Portland	Portland	Flanders Bridge & Bikeway	Flanders St, NW (24th - Steel Bridge)	Design and implement a bikeway from the Steel Bridge to NW 24th, including a pedestrian/bicycle bridge over I-405, signal at 16th, signal at Broadway, improved crossing at Naito, and other crossing and traffic calming improvements as needed.	\$ 5,000,000	Yes	Years 1 - 10
20102	Portland	Portland	Bond Ave, Phase 2	Bond Ave, SW (River Parkway - Gibbs)	Extend SW Bond one-way northbound from Gibbs to River Parkway and convert Moody to one-way southbound operation to form a couplet.	\$ 9,700,000	Yes	Years 1 - 10
20103	Portland	Portland	Pearl District Traffic Signals, Phase 1	Pearl District, NW	Construct new traffic signals at Couch & Broadway, Couch & 10th, Couch & 11th, Everett & 13th, and Glisan & 13th. Modify signal at Burnside & 4th to allow left turns from Burnside eastbound to the 4th northbound.	\$ 3,165,000	Yes	Years 1 - 10
20104	Portland	Portland	Pearl District Traffic Signals, Phase 2	Pearl District, NW	Construct new traffic signals at Couch & 12th, North Park Blocks & Burnside, 9th & Glisan, 8th & Glisan, 9th & Everett, Park & Everett, Northrup & 11th, Northrup & 12th, Northrup & 13th, Northrup & 14th, Northrup & 15th, and Northrup & 16th.	\$ 3,000,000	Yes	Years 1 - 10
20105	Portland	Portland	Pearl District Crossing Improvements	Pearl District, NW	Construct improved crossings with curb extensions and/or rapid flash beacons at 14th & Everett, 14th & Johnson, 14th & Marshall, 14th & Overton, 14th & Pettygrove, and 14th & Raleigh.	\$ 500,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
20106	Portland	ODOT	I-405 South Portland Crossing Improvements	I-405, SW (Harbor Dr - Broadway)	Improve opportunities for bicycles and pedestrians to cross over/under I-405 on Harbor Drive, Naito Parkway, 1st, 4th, 5th, 6th, and Broadway.	\$ 5,000,000	Yes	Years 1 - 10
20107	Portland	Portland	SW 4th Ave Streetscape Improvements	4th Ave, SW (Columbia - Lincoln)	Improves the street environment on SW 4th Avenue adjacent to Portland State University by adding bicycle facilities, curb bulb-outs, signalized pedestrian crossings, green street features, and marked crosswalks.	\$ 2,402,138	Yes	Years 11 - 20
20108	Portland	Portland	SW Broadway Bikeway and Streetscape Improvements	Broadway, SW (Clay - Jackson)	Enhances the existing protected bikeway and sidewalks on SW Broadway adjacent to Portland State University. Includes the construction of a raised bikeway, sidewalk amenities, green street features, ADA improvements, pedestrian islands, and curb bulb-outs.	\$ 1,244,573	Yes	Years 11 - 20
20109	Portland	Portland	Moody Ave Extension	Moody Ave, SW (Bancroft - Hamilton Ct)	Extend SW Moody Ave from Bancroft to Hamilton Ct to improve circulation within the South Waterfront neighborhood.	\$ 20,590,000	Yes	Years 11 - 20
20110	Portland	Railroad / ODOT	Sullivan's Gulch Trail, Segment 1	Banfield Corridor, NE (Eastbank Esplanade - 21st)	Construct a multi-use trail for pedestrians and bicycles within the Banfield (I-84) Corridor from the Eastbank Esplanade to NE 21st Ave.	\$ 12,500,000	Yes	Years 11 - 20
20111	Portland	Portland	Portland Bike Share	Central City and Inner Neighborhoods	Design and implement a bike share system.	\$ 4,690,000	Yes	Years 1 - 10
20112	Portland	Portland	NE Multnomah Protected Bikeway Improvements	Multnomah St, NE (Interstate - 16th)	Construct permanent improvements to the NE Multnomah St protected bikeway.	\$ 2,000,000	Yes	Years 1 - 10
20113	Portland	Portland	NE Broadway Corridor Improvements, Phase 1	Broadway/Weidler, N/NE (Broadway Bridge - 24th)	Design and implement a protected bikeway and improve pedestrian/bicycle crossings. Construct traffic signals, improve transit stops, and construct streetscape improvements. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 8,969,049	Yes	Years 1 - 10
20115	Portland	Portland	Central City Multimodal Safety Improvements	Central City	Identify, prioritize, and implement multimodal safety improvements in the Portland Central City. Includes preliminary development of a new greenway trail south of the Marquam Bridge, providing access to the Tilikum Bridge and the South Waterfront neighborhood.	\$ 6,129,750	Yes	Years 1 - 10
20116	Portland	Portland/ODOT	I-405 Safety and Operational Improvements	15th/16th/Burnside /Couch, NW (at I-405 interchange)	Improve pedestrian and bike access from NW Portland to Central City across I-405 at Burnside and Couch. Improves traffic operations for I-405 off-ramp.	\$ 2,240,094	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
20117	Multnomah County	Multnomah County	Morrison Bridge Rehabilitation	Morrison Bridge	Rehabilitate mechanical system, approach structure, corrosion control, phase 1 seismic.	\$ 45,000,000	Yes	Years 1 - 10
20118	Multnomah County	Multnomah County	Hawthorne Bridge Rehabilitation	Hawthorne Bridge	Rehabilitate mechanical system, approach structure, corrosion control, phase 1 seismic.	\$ 13,300,000	Yes	Years 1 - 10
20119	ODOT	ODOT	I-5 / Broadway / Weidler Interchange, Phase 1	Interstate 5, N/NE (I-405 - I-84)	Conduct planning, preliminary engineering and environmental work to improve safety and operations on I-5, connection between I-84 and I-5, and access to the Lloyd District and Rose Quarter.	\$ 44,407,329	Yes	Years 1 - 10
20120	ODOT	ODOT	I-5 / Broadway / Weidler Interchange, Phase 2	Interstate 5, N/NE (I-405 - I-84)	Acquire right-of-way to improve safety and operations on I-5, connection between I-84 and I-5, and access to the Lloyd District and Rose Quarter.	\$ 40,516,330	Yes	Years 1 - 10
20121	ODOT	ODOT	I-5 / Broadway / Weidler Interchange, Phase 3	Interstate 5, N/NE (I-405 - I-84)	Construct improvements to enhance safety and operations on I-5, connection between I-84 and I-5, and access to the Lloyd District and Rose Quarter.	\$ 126,864,286	Yes	Years 11 - 20
20122	Portland	Portland	NE 9th Ave Bikeway	9th Ave, NE (Lloyd - Tillamook)	Design and implement separated in-roadway bicycle facilities from Lloyd Blvd to Broadway, and a neighborhood greenway connection from Broadway to Tillamook.	\$ 2,000,000	Yes	Years 11 - 20
30001	Portland	Portland	Ainsworth Bridge Pedestrian/Bicycle Improvements	Ainsworth St, N (Bridge over I-5)	Construct improvements to the bridge to create a safe and pleasant crossing for pedestrians and bicyclists over I-5.	\$ 1,375,950	No	
30004	Portland	Portland	Columbia Blvd Pedestrian Improvements	Columbia Blvd, N (Swift - Portland Rd; Argyle Way - Albina)	Construct sidewalks and crossing improvements. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 4,213,209	No	
30005	Portland	Portland	Columbia Blvd / Railroad Bridge Replacement	Columbia Blvd, N (bridge over railroad tracks)	Replace the existing fracture critical Columbia Blvd bridge (#078) over railroad tracks with a new structure, and perform seismic upgrades on parallel bridge (#078A).	\$ 3,839,995	Yes	Years 1 - 10
30006	Portland	Portland	Columbia Blvd Noise Walls	Columbia Blvd, N (Oswego - Denver)	Install noise walls on the south side.	\$ 1,000,000	No	
30008	Portland	Portland	Columbia Blvd ITS	Columbia Blvd, N/NE (I-205 - Burgard)	Communications infrastructure including closed circuit TV cameras, truck priority detection, variable message signs for remote monitoring and control of traffic flow for six signals.	\$ 390,059	Yes	Years 1 - 10
30010	ODOT	ODOT	I-5 Delta Park, Phase 2	Denver Ave, N (Victory - Argyle)	Construct shared-use path; rehabilitate, resurface and restripe Denver Ave for buffered bike lanes; connect shared-use path to Columbia Slough levee trail.	\$ 10,000,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
30014	Portland	Portland	Failing Street Neighborhood Greenway	Shaver St, N (Concord - Montana); Montana Ave, N (Shaver - Failing); Failing St, N/NE (Concord - 19th); Ridgewood Dr, NE (19th - 26th)	Design and implement a neighborhood greenway from Concord to 26th & Regents. Construct street improvements to provide a safe and pleasant connection between the Overlook MAX station and the Mississippi District, including pedestrian/bicycle way-finding and festival street treatments. Redesign intersection of 26th & Regents to improve traffic flow and safety.	\$ 1,000,000	Yes	Years 1 - 10
30015	Portland	Portland	Going St ITS	Going St, N (Interstate - Greeley)	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system.	\$ 557,250	Yes	Years 1 - 10
30016	Portland	Portland	Going/Greeley Interchange Improvements	Going/Greeley, N	Redesign Going/Greeley interchange including climbing lane on Going to improve truck movement between Swan Island, Lower Albina, and I-5.	\$ 16,750,000	No	
30018	Portland	Portland	Hayden Island Street Network Improvements, Phase 1	Hayden Island, N	Implement street plan for Hayden Island to improve circulation and access for all modes.	\$ 1,834,600	Yes	Years 11 - 20
30020	ODOT	ODOT	Columbia River Crossing	I-5, N (Victory Blvd - Washington border)	Replace I-5/Columbia River bridges and improve interchanges on I-5.	\$ 2,982,000,000	Yes	Years 1 - 10
30028	Portland	Portland	Killingsworth Street Improvements	Killingsworth St, N/NE (Interstate - MLK Jr)	Construct street improvements to improve pedestrian connections to Interstate MAX LRT and to establish a main street character promoting pedestrian-oriented activities.	\$ 3,728,869	Yes	Years 1 - 10
30030	Portland	Portland	N Killingsworth Streetscape Improvements	Killingsworth St, N (Greeley - Denver)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, transit stops, and signals.	\$ 1,851,960	No	
30033	TriMet	TriMet	Portland Vancouver Light Rail	Expo Center - Vancouver, WA	Extend light rail service from Expo Center to Vancouver, WA.	\$ 1,075,965,000	Yes	Years 11 - 20
30035	Portland	ODOT	Lombard St ITS	Lombard St, N/NE (MLK Jr - Philadelphia)	Communications infrastructure including closed circuit TV camera, Bluetooth detection, improved bus priority variable message signs for remote monitoring and control of traffic flow at the intersections with MLK Jr, Interstate, Greeley, Portsmouth, Philadelphia/Ivanhoe.	\$ 673,440	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
30037	Portland / ODOT	ODOT	N Lombard Corridor Improvements	Lombard St, N (Woolsey - MLK)	Design and implement transportation and streetscape improvements to improve safety and promote pedestrian-oriented uses along the corridor and to create a safe, pleasant pedestrian link over I-5, including intersections improvements at Montana & Lombard and an improved pedestrian crossing of the Interstate 5 on-ramp. The project will be coordinated with ODOT to address potential impacts to Lombard and the I-5 interchange.	\$ 5,000,000	Yes	Years 1 - 10
30038	Portland	Portland	Marine Dr ITS	Marine Dr, N/NE (Portland Rd - 185th)	Install CCTV at N Portland Rd and changeable message signs at Portland Rd, Vancouver and 185th	\$ 238,510	Yes	Years 1 - 10
30039	Port	Railroad	Marine Dr Rail Overcrossing	Marine Dr, N (at Rivergate West)	Reroute rail tracks and construct an above-grade rail crossing at Rivergate West entrance to improve safety and reduce vehicle and rail traffic conflicts.	\$ 13,644,200	Yes	Years 1 - 10
30042	Portland	TriMet	MLK Jr Blvd Transit Improvements	MLK Jr Blvd, NE (Broadway - Lombard)	Provide capital improvements that enhance the frequent bus service along MLK Jr Blvd.	\$ 1,926,330	Yes	Years 11 - 20
30050	Portland	ODOT	St Johns Pedestrian Improvements	St Johns Pedestrian District, N	Enhance pedestrian access to transit, improve safety, and enhance the streetscape such as better lighting and crossings. Improvements including realigning the "ivy" island, curb extensions, a new traffic signal at Richmond/Lombard, and pedestrian connections between St. Johns and the riverfront based on the St Johns/Lombard Plan.	\$ 5,000,000	Yes	Years 1 - 10
30055	Region	Railroad	North Portland Junction: Undoing the "X"	North Portland Junction, N	Eliminate the at-grade crossing of UPRR and BNSF tracks at North Portland Junction.	\$ 33,598,000	No	
30056	Portland	Portland	Columbia Blvd Protected Bikeway	Columbia Blvd, N/NE (MLK Jr Blvd - Lombard St)	Design and implement a protected bikeway or multi-use path. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 6,000,000	No	
30059	Portland	ODOT	N Lombard Main Street Improvements	Lombard, N (N Tyler - N Woolsey)	Implement main street improvements along N Lombard consistent with the St Johns/Lombard Plan, including curb extensions and street lighting. Provide separated in-roadway bicycle facilities from Ida to Portsmouth.	\$ 1,834,600	Yes	Years 1 - 10
30063	Region	Railroad	Railroad Bridge and Track Improvements	BNSF Mainline at Willamette and Columbia River Bridges, N	Improve rail track conditions on approaches to Willamette River and Columbia River bridges to increase railroad speed and capacity.	\$ 10,751,000	No	
30065	Region	Railroad	North Portland Junction Crossover Improvements	North Portland Junction, N	Upgrade rail track with revised crossovers, centralized traffic control tie-in, and increased turning radius to accommodate higher rail speeds and capacity.	\$ 23,600,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
30066	Region	Portland	Columbia Blvd Rail Overcrossing	Columbia Blvd & Peninsula Junction, N	Grade separate Columbia Blvd at Penn Junction to eliminate three at-grade rail crossings.	\$ 28,935,000	No	
30068	Portland	Portland	Burgard St Viaduct Replacement	Burgard, N (Bridge over UPRR)	Replace the existing N Burgard St Viaduct (#001) over the UPRR tracks. Include pedestrian and bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 3,045,241	Yes	Years 1 - 10
30069	Region	Railroad	Columbia Slough Rail Bridge	Terminal 6 - South Rivergate (across Columbia Slough)	Construct a rail bridge across Columbia Slough to provide rail connection to South Rivergate from Terminal 6.	\$ 10,840,000	No	
30070	Portland	Portland	St Johns Truck Strategy, Phase 2	Lombard St, N (Bruce - St Louis); Fessenden, N (Columbia Way - St Louis); St Louis, N (Lombard - Fessenden); Columbia Blvd & Portland Rd (intersection)	Address pedestrian safety, bicycle safety and neighborhood livability impacts associated with cut-through truck traffic on N St Louis Ave and N Fessenden St. Construct pedestrian crossing safety and traffic calming improvements, such as curb extensions and median islands, and redesign the Columbia/Portland intersection as outlined in the St Johns Truck Strategy Phase II.	\$ 3,346,126	Yes	Years 1 - 10
30072	Portland/Port	Portland	Rivergate ITS	Rivergate, N	Connect real-time information to ODOT's Highway ITC systems.	\$ 480,000	Yes	Years 1 - 10
30076	Region	Railroad	Columbia River Rail Bridge Improvements	BNSF Rail Bridge (over Columbia River)	Replace existing swing span with lift span and relocate position to mid-river channel. Project creates wider and quicker opening, reduces I-5 lifts, eases river navigation, and could accommodate a third rail track.	\$ 35,548,800	No	
30077	Port	Railroad	Barnes Yard to Terminal 4 Rail Access	Barnes Yard - Terminal 4, N	Add dedicated track for Terminal 4 through Barnes Yard and add new track from Barnes Yard to Terminal 4.	\$ 3,000,000	Yes	Years 1 - 10
30080	Portland	Portland	Burgard/Lombard Corridor Improvements	Burgard/Lombard, N (UPRR Bridge - Columbia Blvd)	Improve the intersection of Burgard & Time Oil Rd to add turn lanes and construct a multi-use path along Burgard.	\$ 2,635,000	Yes	Years 1 - 10
30081	Portland	Portland	N Argyle Corridor Improvements	Argyle Way, N (Columbia - Denver)	Design and implement pedestrian and bicycle facilities on N Argyle from N Columbia Blvd to N Denver Ave. Construct safety and connectivity improvements at the Columbia, Brandon, and Denver intersections.	\$ 2,000,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
30083	Portland	Portland	Hayden Island Street Network Improvements, Phase 2	Hayden Island, N	Implement street plan for Hayden Island to improve circulation and access for all modes.	\$ 1,834,600	No	
30084	Portland	Portland	Columbia Blvd / Columbia Way Bridge Replacement	Columbia Blvd, N (bridge over Columbia Way)	Replace the existing structurally deficient Columbia Blvd bridge (#079) over Columbia Way with a new structure.	\$ 6,993,958	No	
30086	Portland	Portland	Swan Island Active Transportation Improvements	Swan Island, N	Improve access and mobility on Swan Island by constructing the recommended bikeway and trail network in the Portland Bicycle Plan for 2030, including an improved bikeway connection from Basin to Going Ct.	\$ 9,000,000	Yes	Years 11 - 20
30087	Portland	Portland	North Portland Greenway Trail, Segment 1	Kelley Point Park - Columbia Blvd, N	Build a multi-use trail connecting Kelley Point Park to N Columbia Blvd at Chimney Park.	\$ 9,559,102	Yes	Years 11 - 20
30088	Portland	Portland	North Portland Greenway Trail, Segment 2	Columbia Blvd - Cathedral Park, N	Build a multi-use trail connecting Chimney Park, Pier Park, Baltimore Woods, Cathedral Park, and St Johns.	\$ 2,083,874	Yes	Years 1 - 10
30089	Portland	Portland	North Portland Greenway Trail, Segment 3	Cathedral Park - Swan Island, N	Build a multi-use trail connecting the Cathedral Park with Swan Island via University of Portland and Willamette Cove.	\$ 14,787,630	Yes	Years 11 - 20
30090	Portland	Portland	North Portland Greenway Trail, Segment 4	Swan Island - Going St, N	Build a multi-use trail connecting Waud Bluff Trail to N Going Street through Swan Island.	\$ 5,256,420	Yes	Years 11 - 20
30091	Portland	Portland	North Portland Greenway Trail, Segment 5	Swan Island - Rose Quarter	Build a multi-use trail along the Albina Yard connecting Swan Island to the Rose Quarter.	\$ 7,306,910	Yes	Years 11 - 20
30092	Portland / Port	Portland / Port	Rivergate Blvd Overcrossing	Rivergate Blvd, N (over railroad tracks)	Build an over-crossing to grade-separate N Rivergate Blvd from the railroad tracks in the Rivergate Industrial Area. Install ITS communication infrastructure including advance notification systems for rail blockage and CCTV cameras to monitor truck and rail traffic in the South Rivergate Industrial District.	\$ 14,200,000	Yes	Years 1 - 10
30093	Portland	Portland	NoPo Greenway Trail: Columbia Blvd Bridge	Columbia Blvd, N (at Chimney Park)	Construct a pedestrian/bicycle bridge over Columbia Blvd and adjacent connections. Connects North Portland Greenway Trail segments 1 and 2.	\$ 2,612,381	Yes	Years 1 - 10
30094	Region	Railroad	N Fessenden St Bridge Replacement	Fessenden St, N (over railroad cut)	Replace existing structurally-deficient, weight-restricted bridge (owned by BNSF) over railroad cut.	\$ 4,700,000	No	
30095	Region	Railroad	N Willamette Blvd Bridge Replacement	Willamette Blvd, N (over railroad cut)	Replace existing structurally-deficient, weight-restricted bridge (owned by BNSF) over railroad cut.	\$ 9,750,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
30096	Portland	Portland	N Willamette Blvd Semi-Viaduct Replacement	Willamette Blvd, N (semi-viaduct on bluff near Chase Ave)	Replace existing poor-condition, weight-restricted semi-viaduct (#007) to ensure continued use by transit and emergency response.	\$ 532,751	Yes	Years 1 - 10
30097	Port	Port	T6 Internal Overcrossing	Marine Dr - Terminal 6, N	Construct an elevated roadway between Marine Dr and Terminal 6.	\$ 3,649,084	Yes	Years 11 - 20
30098	Port	Port	T6 Modernization	Terminal 6	Provide improvements to container terminal including crane electronics and stormwater improvements.	\$ 8,000,000	Yes	Years 1 - 10
30099	Port	Port	T4 Modernization	Terminal 4	Renovate operation areas at T4 to create intermodal processing areas. Rail spur relocation and expansion, grain elevator demolition, wharf removal.	\$ 14,906,000	Yes	Years 1 - 10
30100	Port	Port	T6 Second Entrance from Marine Drive	Terminal 6	Construct 2nd entrance from Marine Drive and internal rail overcrossing to Terminal 6.	\$ 12,000,000	Yes	Years 1 - 10
30101	Port	Port	T6 Suttle Road entrance	Terminal 6	Access to T6 off the terminus of Suttle Road, improvements to existing Suttle Road.	\$ 3,000,000	Yes	Years 1 - 10
30102	Port	Port	Terminal 6 Rail Support Yard Improvements	Terminal 6, N	Increase Terminal 6 rail capacity.	\$ 10,000,000	Yes	Years 1 - 10
30103	ODOT	ODOT	I-5 Delta Park, Phase 3	Denver Ave, N (Argyle-Schmeer)	Construct highest priority improvements consistent with the Delta-Lombard Environmental Assessment. Replace Denver Viaducts over Columbia Slough and Columbia Blvd / UPRR.	\$ 30,000,000	Yes	Years 11 - 20
30104	Port	Railroad	Bonneville Rail Yard Build Out	Bonneville Rail Yard	Construct two interior yard tracks at Bonneville Yard and complete the double track lead from the wye at the east end of the yard to UP Barnes Yard. Add rail staging capacity for South Rivergate.	\$ 3,600,000	Yes	Years 1 - 10
30105	Port	Port	Ramsey Yard Utilization	Ramsey Yard	Connect the existing set out track along the west side of the main lead with the industrial lead near the south end to provide a location to store a unit train.	\$ 1,700,000	Yes	Years 1 - 10
30106	Port	Port	Time Oil Road Reconstruction	Time Oil Rd, N (Lombard - Rivergate)	Reconstruct Time Oil Road	\$ 9,000,000	Yes	Years 1 - 10
30107	Portland/Port	Railroad	Cathedral Park Quiet Zone	Cathedral Park UPRR Tracks, N	Address rail switching noise related to the Toyota operations at T-4 by improving multiple public rail crossings in the St. Johns Cathedral Park area.	\$ 9,324,497	Yes	Years 11 - 20
30108	Portland	Portland	N Hayden Island Dr Ped/Bike Improvements	Hayden Island Dr, N	Construct a multi-use path on one side of N Hayden Island Dr, and install pedestrian/bicycle crossing improvements.	\$ 3,000,000	No	
30109	Region	Region	Willamette River Channel Deepening	Willamette River	Deepen the portions of the Willamette River with deep draft infrastructure to ~43' where appropriate. Allow Willamette River terminals to also benefit from the Columbia River's new controlling depth.	\$ 200,000,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
30110	Portland	Portland	Willamette Blvd Bikeway	Willamette Blvd, N (Interstate - Menlo); Amherst / Yale, N (Woolsey - Peninsular Crossing Trail)	Design and implement a neighborhood greenway from Interstate to Rosa Parks, enhance existing bikeway from Rosa Parks to Woolsey, and provide a neighborhood greenway on Yale and Amherst.	\$ 750,000	Yes	Years 1 - 10
30111	Portland	Portland	Hayden Island Bridge	Oregon Slough west of I-5	Design and construct an arterial bridge from Expo Center to East Hayden Island. Explore feasibility of designs that would prioritize transit, bikes, and emergency vehicle access, and not facilitate cut-through traffic for vehicles that do not have origins or destinations on the island.	\$ 80,000,000	No	
40001	Region	Portland	11th/13th Ave Rail Overcrossing	11th/13th Ave, NE (over Kenton Line railroad)	Construct roadway overcrossing at NE 11th/13th over Kenton line.	\$ 35,000,000	No	
40006	Portland	Portland	Marine Dr & 33rd Intersection Improvements	Marine Dr & 33rd Ave, NE	Signalize intersection to improve freight operations.	\$ 500,000	Yes	Years 1 - 10
40007	Portland	Portland	NE 42nd/47th Ave Bridge & Corridor Improvements	42nd/47th Ave, NE (Killingsworth - Columbia)	Replace the weight-restricted NE 42nd Ave Bridge (#075) over NE Portland Hwy and the adjacent railway, and add pedestrian and bicycle facilities to the bridge and the roadway from Killingsworth to Columbia. This project will remove the weight restriction, maintain vertical clearance for over-dimensional freight, and provide pedestrian and bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 10,000,000	Yes	Years 11 - 20
40009	Portland	Portland	NE 47th Ave Corridor Improvements	47th Ave, NE (Columbia - Cornfoot)	Improve street and reconfigure intersections between Columbia and Cornfoot to better facilitate freight access to industrial areas. Street improvement will include pedestrian and bicycle facilities.	\$ 4,000,000	Yes	Years 1 - 10
40012	Portland	Portland	NE 72nd Ave Pedestrian Improvements	72nd Ave, NE (Thomas Cully Park - Prescott)	Construct sidewalks, curbs, and storm drainage improvements along 72nd and improve pedestrian crossings..	\$ 5,000,000	Yes	Years 1 - 10
40013	Portland	ODOT	82nd Ave Corridor Improvements	82nd Ave, NE/SE, (Killingsworth - Clatsop)	Design and implement multimodal improvements to sidewalks, crossings, transit stops, striping, and signals to enhance ped/bike safety, access to transit, and transit operations. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 5,000,000	Yes	Years 1 - 10
40016	Portland	ODOT	NE 82nd Ave Ped/Bike Improvements, Phase 2	82nd, NE (Alderwood - Columbia Blvd)	Construct pedestrian and bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 3,603,402	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40018	Portland	ODOT	Killingsworth/I-205 Interchange Improvements	Killingsworth/I-205, NE	Widen the southbound on-ramp to three lanes.	\$ 750,000	Yes	Years 1 - 10
40020	Portland	Portland	NE 92nd Ave Ped/Bike Improvements	92nd Ave, NE (Fremont - Halsey)	Construct a walkway for pedestrian travel and access to transit, and design and implement bicycle facilities.	\$ 2,750,000	Yes	Years 11 - 20
40023	Port	Port	Airport Way Return and Exit Roads	PDX Terminal Area	Relocate Airport Way exit roadway and construct new return roadway (Terminal Access Study, projects R4 and R5; to be scoped by PDX Master Plan).	\$ 6,400,900	Yes	Years 1 - 10
40025	Port	Port	82nd & Airport Way Grade Separation	82nd Ave & Airport Way, NE	Construct a grade-separated overcrossing to allow for uninterrupted flow along Airport Way and remove at-grade light rail crossing.	\$ 50,000,000	Yes	Years 1 - 10
40027	Portland/Portland	Portland	Alderwood Bikeway, Phase 2	Alderwood St, NE, (Cornfoot - Columbia Blvd)	Design and implement a multi-use path along the west side of Alderwood Rd.	\$ 2,491,662	Yes	Years 1 - 10
40028	Portland	Portland	NE Argyle Street Extension	Argyle, NE (14th - MLK Jr)	Extend NE Argyle to provide a more connected street grid. This street will serve as a collector/distributor for industrial businesses and reduce traffic congestion at the MLK/Columbia intersection.	\$ 11,397,579	No	
40032	Port	Portland	Columbia/Alderwood Intersection Improvements	Columbia/Alderwood, NE	Reconstruct intersections to provide left turn pockets, enhance turning radii, and improve circulation for trucks serving expanding air cargo facilities south of Portland. Improve traffic operations and freight mobility on Columbia Blvd between Cully and Alderwood.	\$ 5,527,760	Yes	Years 1 - 10
40036	Portland/Portland	Portland	Cornfoot Rd Corridor Improvements	Cornfoot Rd, NE (47th - Alderwood)	Construct a multi-use path on the north side of Cornfoot Rd and install missing guardrail segments on the south side. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 3,626,000	Yes	Years 1 - 10
40037	Portland	Portland	Cully Blvd Safety Improvements, Phase 2	Cully Blvd, NE (Columbia - Killingsworth; Prescott - Fremont)	Construct sidewalk infill on both sides of street, provide new bicycle facilities (Columbia - Killingsworth), and enhance existing bicycle facilities (Prescott - Fremont).	\$ 4,000,000	Yes	Years 1 - 10
40039	Portland	Portland	NE Fremont Streetscape Improvements	Fremont St, NE (42nd-52nd)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, transit stops, and signals.	\$ 7,446,133	No	
40042	Portland	Portland	Halsey St Bridge Seismic Retrofit	Halsey St, NE (67th - 68th)	Retrofit existing seismically vulnerable bridge across I-84 (#021) to ensure emergency response and economic recovery in the event of an earthquake.	\$ 7,670,501	No	
40045	Portland	Portland	Hollywood Town Center Safety Improvements	Hollywood Town Center, NE	Implement multimodal safety improvements including traffic signals, restriping, improved pedestrian crossings, and connections to transit center.	\$ 7,000,000	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40046	ODOT	ODOT	I-205 Northbound Auxiliary Lane	I-205, NE/SE (I-84 Killingsworth)	Construct an auxiliary lane	\$ 15,000,000	Yes	Years 1 - 10
40053	Portland	Portland	NE Killingsworth Safety Improvements	Killingsworth St, NE (Williams - 33rd)	Design and implement traffic calming and pedestrian crossing improvements.	\$ 900,000	Yes	Years 1 - 10
40058	Portland	Portland	Grand/MLK ITS	Grand/MLK, NE/SE (Columbia Blvd - Clay)	Install ITS infrastructure (communication network, enhanced bus detection, Bluetooth detection, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system consistent with our policies of moving people more effectively.	\$ 989,115	Yes	Years 11 - 20
40059	Portland	ODOT	MLK Jr Blvd Freight Improvements	MLK Jr, NE (Columbia - Lombard)	Expand roadway to provide better connection between streets for improved freight movement in and through the area.	\$ 12,605,000	No	
40061	Portland	Portland	Columbia/MLK Intersection Improvements, Phase 1	Columbia/MLK, NE	Intersection and signalization improvements with right turn lane from westbound Columbia to northbound MLK.	\$ 3,850,187	Yes	Years 1 - 10
40062	Portland	Portland	N Mississippi Streetscape Improvements	Mississippi Ave, N (Fremont - Skidmore)	Construct streetscape improvements to enhance the area as a Pedestrian District.	\$ 2,500,000	No	
40065	Portland	Portland	NE Prescott Safety Improvements	Prescott St, NE (81st - 122nd)	Construct bicycle facilities, sidewalks, and crossing improvements for pedestrian and bicycle safety and to improve access to transit.	\$ 2,000,000	Yes	Years 1 - 10
40068	Portland	Portland	Sandy Blvd Corridor Improvements, Phase 2	Sandy Blvd, NE (47th - 101st)	Retrofit existing street with multi-modal street improvements including bicycle facilities, redesign of selected intersections to improve pedestrian crossings, streetscape, and safety improvements. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 6,481,860	Yes	Years 1 - 10
40069	Portland	Portland	Sandy Blvd ITS	Sandy Blvd, NE (82nd - Burnside)	Install ITS infrastructure (communication network, enhanced bus detection, Bluetooth detection, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system consistent with our policies of moving people more effectively.	\$ 519,110	Yes	Years 1 - 10
40071	Portland	Portland	Mason Neighborhood Greenway	Mason St, NE (Michigan - Sandy)	Design and implement a bikeway using neighborhood greenway and/or separated in-roadway treatments, with crossing improvements as needed.	\$ 1,000,000	Yes	Years 1 - 10
40073	Port	Port	SW Quad Access	Southwest Quad, NE (at 33rd)	Provide street access from NE 33rd Ave into the SW Quad property.	\$ 5,917,500	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40074	Portland	Portland	Twenties Bikeway	20s and 30s Aves, NE/SE (Lombard - Crystal Springs)	Design and implement a bikeway from Lombard to Crystal Springs & 45th using neighborhood greenways and bike lanes with a varying alignment along the NE/SE 20s and 30s Avenues.	\$ 3,353,690	Yes	Years 1 - 10
40079	Portland	Portland	Marine Dr Intersection Improvements	Marine/Bridgeton and Marine/Faloma/6th, NE	Intersection improvements at NE Bridgeton Rd and NE Faloma & 6th.	\$ 1,866,706	No	
40081	Port	Port/TriMet	PDX Light Rail Station/Track Realignment	PDX Terminal Area	Realign light rail track into airport terminal building to accommodate terminal expansion plans.	\$ 16,330,700	Yes	Years 11 - 20
40082	Portland	Portland	NE Seventies Bikeway	70s Aves, NE (Thomas Cully Park - I-84)	Design and implement a bikeway using neighborhood greenway and/or separated in-roadway treatments, with crossing improvements as needed at major streets. Construct a multi-use path on the east side of NE 72nd Dr through the golf course.	\$ 1,409,019	Yes	Years 1 - 10
40085	Region	Railroad	Kenton Rail Line Upgrade	Kenton Line, N/NE	Upgrade existing track to second main track with new double track from Peninsula Junction to I-205 and increase track speeds between North Portland, Peninsula Junction, to Reynolds on UP's Kenton Line. Part of triangle project with ODOT.	\$ 48,165,537	Yes	Years 1 - 10
40086.1	Portland	Portland	Halsey St Bikeway, Phase 1	Halsey St, NE (67th - 81st)	Implement a lane reconfiguration including bicycle facilities, with improved pedestrian/bicycle crossings and connections to other pedestrian/bicycle routes.	\$ 500,000	Yes	Years 1 - 10
40086.2	Portland	Portland	Halsey St Bikeway, Phase 2	Halsey St, NE (81st - I-205)	Design and implement bicycle facilities and improved crossings.	\$ 2,000,000	Yes	Years 11 - 20
40091	Port / Portland	Port / Portland	PIC Ped/Bike Improvements	92nd Dr, NE (Columbia - Alderwood); Portland International Center, NE	Construct bicycle and pedestrian facilities as shown in the PDX Bicycle and Pedestrian Master Plan.	\$ 1,163,835	Yes	Years 1 - 10
40093	Port	Portland/Port	Airtrans/Cornfoot Intersection Improvements	Airtrans/Cornfoot, NE	Add signals and improve turn lanes at AirTrans Way / Cornfoot Rd.	\$ 650,000	Yes	Years 1 - 10
40097	Port	Portland	Airport Way Braided Ramps	Airport Way, NE (I-205 - Mt Hood Ave)	Construct braided ramps between I-205 interchange and Mt Hood interchange.	\$ 59,000,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40100	Portland	Portland	NE 33rd Ave Bridge Replacement	33rd Ave, NE (over railroad tracks and Columbia Blvd)	Replace the existing seismically vulnerable 33rd Ave bridge (#009) over railroad tracks and provide pedestrian and bicycle facilities on the new structure. Improve and signalize the intersection of 33rd & Columbia, and remove the seismically vulnerable, fracture critical ramp over Columbia (#009A). Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 9,200,443	Yes	Years 11 - 20
40102	Portland/Portland	Portland	Columbia Blvd Freight Improvements	Columbia Blvd, NE (60th - 82nd)	Construct street and intersection modifications to improve freight reliability and access to industrial properties. This project will be refined through the proposed Columbia Corridor Access Study.	\$ 14,859,000	No	
40104	Portland	Portland	Connected Cully	Killingsworth, NE (42nd - Cully); Prescott, NE (42nd - Cully); 60th, NE (Prescott - Portland Hwy); 72nd, NE (Emerson - Killingsworth); 54th/55th (Prescott - Killingsworth); 66th/67th (Sandy - Prescott)	Make improvements to calm traffic, fill in the missing sidewalks along transit routes, and increase walking and bicycling by creating new north/south connections to schools.	\$ 3,337,372	Yes	Years 1 - 10
40106	Portland	Portland	Inner Sandy Blvd Bikeway	Sandy Blvd, NE (12th - 47th)	Design and implement separated in-roadway or protected bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 4,476,520	Yes	Years 11 - 20
40107	Portland	Portland	Outer Alberta Neighborhood Greenway	Alberta St, NE (72nd - I-205 Path)	Design and implement a neighborhood greenway.	\$ 1,000,000	Yes	Years 1 - 10
40108	Portland	Portland	NE Broadway Corridor Improvements, Phase 2	Broadway, NE (24th - 42nd)	Design and implement bicycle facilities and improve pedestrian/bicycle crossings. Construct traffic signals, improve transit stops, and construct streetscape improvements.	\$ 5,618,659	Yes	Years 11 - 20
40109	Portland	Portland	NE 14th Ave Neighborhood Greenway	14th Ave, NE (Halsey - Lombard)	Design and implement bicycle facilities.	\$ 774,000	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40110	Portland	Portland	Upper NE 22nd Ave Neighborhood Greenway	22nd Ave, NE (Tillamook - Lombard)	Design and implement bicycle facilities.	\$ 685,000	Yes	Years 11 - 20
40111	Portland	Portland	NE Simpson St Neighborhood Greenway	Simpson St, NE (33rd - Portland Hwy)	Design and implement bicycle facilities.	\$ 560,000	Yes	Years 1 - 10
40112	Portland/Portland	Portland	Columbia/Cully Intersection Improvements	Columbia / Cully, NE	Construct northbound right turn lane on NE Cully and signalize the intersection of NE Cully Blvd & NE Columbia Blvd. Construct pedestrian and bicycle facilities around intersection.	\$ 2,000,000	Yes	Years 1 - 10
40113	ODOT	ODOT	Columbia/MLK Intersection Improvements, Phase 2	Columbia/MLK, NE	Intersection and signalization improvements with a dedicated northbound right turn lane, a second dedicated southbound left turn lane, wider sidewalks adjacent to the roadway, and improvements to the geometry of the existing southbound through/right turn lane.	\$ 12,000,000	No	
40114	Portland	Portland / Port	Columbia Slough Trail Gaps	Columbia Slough Trail, N/NE	Close gaps in Columbia Slough Trail: North Portland Greenway to North Portland Rd; Vancouver to 47th; Elrod to Marine Dr; I-205 to 158th.	\$ 5,000,000	Yes	Years 11 - 20
40115	Portland	Portland	60th Ave MAX Station Area Improvements	60th Ave MAX Station Area, NE	Implement pedestrian and bicycle improvements in the 60th Ave MAX Station Area identified in the Eastside MAX Station Area Communities Project.	\$ 7,570,723	Yes	Years 1 - 10
40116	Portland	Portland	NE 7th/9th Ave Neighborhood Greenway	7th/9th Ave, NE (Weidler - Holman)	Design and implement a neighborhood greenway along the NE 7th/9th Ave corridor from Weidler to Holman (alignment to be determined during design phase), using traffic calming treatments as needed to meet recommended performance guidelines for neighborhood greenways and adjacent local streets.	\$ 2,000,000	Yes	Years 1 - 10
40117	Portland	Railroad/ODOT	Sullivan's Gulch Trail, Segment 2	Banfield Corridor, NE (21st - Hollywood)	Construct a multi-use trail for pedestrians and bicycles within the Banfield (I-84) Corridor from 21st Ave to the Hollywood Transit Center.	\$ 7,700,000	Yes	Years 11 - 20
40118.1	Portland	Railroad	Sullivan's Gulch Trail, Segment 3	Banfield Corridor, NE (Hollywood - Broadway)	Construct a multi-use trail for pedestrians and bicycles within the Banfield (I-84) Corridor from the Hollywood Transit Center to NE Broadway.	\$ 9,200,000	No	
40118.2	Portland	Portland	Sullivan's Gulch Trail, Segment 4	Broadway / Jonesmore / Schuyler, NE (62nd - 92nd)	Construct a multi-use trail for pedestrians and bicycles along Broadway and Jonesmore adjacent to the I-84 sound wall, with an improved crossing of 74th Ave. Provide neighborhood greenway bikeway connections west to 62nd & Hancock and east to 92nd & Schuyler, with an improved crossing of 82nd Ave..	\$ 2,000,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40118.3	Portland	Railroad	Sullivan's Gulch Trail, Segment 5	Banfield Corridor, NE (Jonesmore - Halsey)	Construct a multi-use trail for pedestrians and bicycles within the Banfield (I-84) Corridor from Jonesmore to Halsey.	\$ 3,600,000	No	
40119	Portland	ODOT	Sullivan's Gulch Trail, Segment 6	Banfield Corridor, NE (92nd - I-205 Path)	Construct a multi-use trail for pedestrians and bicycles underneath the I-205 structure, connecting to the I-205 Path and Gateway Green. Provide a bikeway connection to 92nd Ave via NE Halsey St Frontage Road.	\$ 3,377,000	Yes	Years 1 - 10
40120	Port	Port	Airport Way Terminal Entrance Roadway Relocation	PDX Terminal Area	Relocate and widen Airport Way northerly at Terminal entrance (to be scoped by PDX Master Plan).	\$ 12,818,000	No	
40121	Port	Port	PDX Transportation Demand Management (TDM)	PDX and PIC, NE	Implement strategies at PDX and PIC properties that reduce auto trips in the airport area. Programs to be undertaken with other area businesses/developers to maximize effectiveness; possible administration through a transportation management association.	\$ 500,000	Yes	Years 1 - 10
40122	Port	Port	Airport Way East Terminal Access Link Roadway	PDX	Construct Airport Way East Terminal access link roadway. Facilitates direct East Terminal Access, preventing failure of Main Terminal Roadway	\$ 19,092,300	Yes	Years 11 - 20
40123	Region	Portland	Cully Blvd Rail Overcrossing	Cully Blvd, NE (over Kenton Line railroad)	Construct roadway overcrossing at NE Cully Blvd. over Kenton line.	\$ 35,000,000	No	
40124	Port	Port	Northside Redevelopment	PDX Airport	Construct a new apron for business aviation.	\$ 5,800,000	Yes	Years 1 - 10
40125	Port	Port	Terminal Exit Roadway Lanes	PDX Airport	Add new lanes at Post Office Curves and Parking Plaza to provide additional capacity for anticipated growth in passenger traffic.	\$ 2,604,000	Yes	Years 1 - 10
40126	Port	Port	Airport Way Westbound Approaching Return Road	PDX Airport	Add new lane to provide additional capacity for anticipated growth in passenger traffic.	\$ 1,080,000	Yes	Years 1 - 10
40127	Port	Port	Terminal Deplaning Curbside Roadway Lanes	PDX Airport	Add new lane to provide additional capacity for anticipated growth in passenger traffic.	\$ 2,976,000	Yes	Years 1 - 10
40128	Port	Port	Terminal Enplaning Rdwy Expansion	PDX Airport	Add one lane on the approach and one lane on the exit to the terminal upper roadway	\$ 3,500,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
40129	Port	Port	Airport Way Outbound Roadway Widening	PDX Airport	Add new lane in outbound direction east of 82nd to provide additional capacity for anticipated growth in passenger traffic.	\$ 3,335,000	No	
40130	Portland	Portland	MLK Streetcar Extension	MLK Jr Blvd, NE (Broadway - Killingsworth)	Public outreach, planning, design, engineering, and construction for future streetcar extension from Lloyd District to NE Portland.	\$ 65,000,000	No	
40131	Portland	Portland	Hollywood Streetcar Extension	Sandy Blvd, NE (14th - 42nd); Burnside St, E (Grand - 14th); Broadway/Weidler, NE (Grand - 42nd)	Alternatives analysis, public outreach, planning, design, engineering, and construction for future streetcar extension from Central City to Hollywood Town Center via either Sandy Blvd or Broadway/Weidler.	\$ 70,000,000	No	
50001	Portland	Portland	Parkrose Connectivity Improvements	102nd and 109th, NE (Killingsworth - Sandy); Killingsworth, NE (109nd - 102nd)	Supplement access route for commercial properties in Parkrose by creating a loop road connection serving truck access functions, pedestrian, and bike connections.	\$ 10,612,379	No	
50003	Portland	Portland	102nd Ave Streetscape Improvements, Phase 3	102nd Ave, SE (Burnside - Washington)	Implement Gateway regional center plan with boulevard design retrofit, new traffic signals, improved pedestrian facilities and crossings, street lighting and new bicycle facilities.	\$ 2,000,000	Yes	Years 11 - 20
50004	Portland	Portland	NE 102nd Ave Corridor Improvements	102nd Ave, NE (Sandy - Weidler)	Construct sidewalks and improved crossings, install bicycle facilities, and make traffic safety improvements.	\$ 5,224,878	Yes	Years 1 - 10
50005	Portland	Portland	122nd Ave ITS	122nd Ave, NE/SE (Airport Way - Powell)	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system.	\$ 515,703	Yes	Years 1 - 10
50009	Portland	Portland	NE 148th Ave Safety Improvements	148th Ave, NE (Airport Way - Sacramento)	Design and implement pedestrian and bicycle facilities, including intersection crossing improvements at 148th & Sandy. Improve traffic safety by addressing line of sight issues just north of I-84.	\$ 3,000,000	Yes	Years 1 - 10
50012	Portland	Portland	NE 162nd Ave Bikeway	162nd Ave, NE (Sandy - Thompson)	Design and implement separated in-roadway bicycle facilities.	\$ 4,107,779	Yes	Years 11 - 20
50014.1	Portland	Portland	Gateway 99th Ave Streetscape Improvements	99th Ave, NE (Stark - Pacific)	Construct streetscape improvements including wider sidewalks, lighting, street trees, center turn lane, bike lanes, and new signals.	\$ 26,947,000	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
50014.2	Portland	Portland	Gateway Pacific St Streetscape Improvements	Pacific St, NE (99th - 102nd)	Construct streetscape improvements including wider sidewalks, lighting, street trees, center turn lane, bike lanes, and new signals.	\$ 7,540,000	No	
50015	Portland	Portland	Gateway 99th/96th Streetscape Improvements	99th/96th Ave, SE (Stark - Market)	Construct streetscape improvements including wider sidewalks, lighting, street trees, center turn lane, bike lanes, and new signals.	\$ 4,209,000	Yes	Years 11 - 20
50016	Portland	Portland	Airport Way ITS	Airport Way, NE (I-205 - 158th)	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system.	\$ 278,251	Yes	Years 1 - 10
50019	Portland	Portland	Gateway Local Street Improvements, Phase 1	Gateway Regional Center, NE/SE	High priority local street and pedestrian improvements in regional center.	\$ 8,418,000	Yes	Years 1 - 10
50020	Portland	Portland	Gateway Local Street Improvements, Phase 2	Gateway Regional Center, NE/SE	High priority local street and pedestrian improvements in regional center.	\$ 8,418,000	Yes	Years 11 - 20
50022	Portland	Portland	Gateway Regional Center TSM	Gateway Regional Center, NE/SE	Implement a comprehensive traffic management plan throughout the regional center to reduce cut-through traffic on residential streets and improve traffic flow on regional streets. Project includes utility improvements.	\$ 1,944,558	Yes	Years 11 - 20
50024	Portland	Portland	Gateway--Glisan Streetscape Improvements	Glisan St, NE (I-205 - 106th)	Implement Gateway regional center plan with boulevard design retrofit, new traffic signals, bike facilities, improved pedestrian facilities and crossings, and street lighting.	\$ 3,240,930	Yes	Years 1 - 10
50025	Portland	Portland	Outer Glisan Safety and Streetscape Improvements	Glisan St, NE (122nd - City Limits)	Install bicycle facilities on existing street. Install street trees (requires sidewalk widening, curb extensions, and/or bioswales). Install a signal at 131st PI to improve pedestrian and vehicular access to Glisan St.	\$ 1,963,022	Yes	Years 11 - 20
50027	Portland	Portland	San Rafael Pedestrian Improvements	Halsey - San Rafael & 118th - 132nd, NE	Improve pedestrian access to the San Rafael Shopping Center, including street trees.	\$ 500,000	Yes	Years 11 - 20
50028	Portland	Portland	Outer Halsey Pedestrian Improvements	Halsey St, NE (122nd-162nd)	Construct sidewalks, crossing improvements for pedestrian travel, and access to transit improvements.	\$ 6,389,475	Yes	Years 11 - 20
50030	Portland	Portland	Marine Dr & 122nd Intersection Improvements	Marine Dr & 122nd, NE	Signalize and widen dike to install left turn lane on Marine Drive.	\$ 2,361,249	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
50032	Portland	Portland	Parkrose Pedestrian Improvements	105th Ave, NE (Sandy - Skidmore)	Construct sidewalk and crossing improvements to provide access to transit and schools.	\$ 1,277,895	Yes	Years 11 - 20
50035	Portland	ODOT	Outer Sandy Blvd Corridor Improvements	Sandy Blvd, NE (141st - City Limits)	Widen street to three lanes with a sidewalk and bike lanes. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 2,751,900	Yes	Years 11 - 20
50037	Portland	Portland	San Rafael/Tillamook Neighborhood Greenway	San Rafael, NE (108th - 148th)	Design and implement a neighborhood greenway, with improved crossings at major streets.	\$ 1,777,000	Yes	Years 1 - 10
50038	Portland	Portland	Parkrose Heights Pedestrian Improvements	San Rafael, NE (111th-122nd); 111th Ave/Dr, NE (Klickitat - Halsey)	Construct a sidewalk and crossing improvements to provide access to transit and schools.	\$ 5,500,000	Yes	Years 11 - 20
50039	Portland	Portland	Halsey/Weidler Streetscape Improvements	Halsey/Weidler, NE (I-205 - 114th)	Implement Gateway Regional Center Plan boulevard design including new traffic signals, improved pedestrian facilities and crossings and street lighting.	\$ 16,000,000	No	
50041	Portland	Portland	Marine Drive Trail Gaps	Marine Dr, N/NE (I-5 - 185th)	Close gaps in Marine Dr Trail.	\$ 1,077,000	Yes	Years 1 - 10
50044	Portland	Portland	Parkrose Neighborhood Greenway	Fremont St/Ct, NE (102nd - 115th); 115th Ave, NE (Fremont Ct - Sandy); New trail (I-205 Path - Fremont)	Design and implement a neighborhood greenway. Project includes a multi-use path and bridge from I-205 Path to NE Fremont St and sidepath along the south side of NE Fremont St.	\$ 2,000,000	Yes	Years 1 - 10
50045	Portland	Portland	Woodland Park Neighborhood Greenway	Multnomah St, NE (Gateway Transit Center - 99th); 99th Ave, NE (Multnomah - Halsey); Halsey St, NE (99th - 100th); 100th/Weidler/101st/Bell/102nd, NE (Halsey - Tillamook); Tillamook St, NE (102nd - 108th)	Design and implement a neighborhood greenway. Project potentially includes cycle tracks on 99th, Halsey, and 102nd.	\$ 1,000,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
50046	Portland	Portland	Knott/Russell Neighborhood Greenway	Knott/Russell/Brazee/Sacramento/Thompson, NE (102nd - 162nd)	Design and implement a neighborhood greenway. Project includes crossing improvements at 102nd, 122nd, and 148th.	\$ 292,000	Yes	Years 1 - 10
50047	Portland	Portland	Holladay/Oregon/Pacific (HOP) Greenway	Holladay/Oregon/Pacific, NE (Gateway TC - East Holladay Park)	Design and implement a neighborhood greenway. Project includes crossing improvements at 102nd and 122nd and improvement of gravel streets at Oregon (110th - 111th) and Holladay (118th - 119th).	\$ 500,000	Yes	Years 1 - 10
50049	Portland	Portland	122nd Ave Corridor Improvements	122nd Ave, NE/SE (Sandy - Foster)	Design and implement multimodal improvements to sidewalks, crossings, bicycle facilities, transit stops, striping, and signals to enhance pedestrian/bike safety, access to transit, and transit operations. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 8,000,000	Yes	Years 1 - 10
50050	Portland	Portland	East Fremont Bikeway	Fremont St, NE (122nd - 141st)	Design and implement bicycle facilities, with traffic calming elements as needed.	\$ 951,000	Yes	Years 11 - 20
50051	Portland	Portland	East Shaver Bikeway	Shaver St, NE (I-205 Path - 141st Dr)	Design and implement bicycle facilities, with traffic calming elements as needed.	\$ 529,000	Yes	Years 11 - 20
50053	Portland	Portland	NE 148th Ave Sidewalk Infill	148th Ave, NE (Halsey - Glisan)	Construct a 6-foot curb-tight sidewalk on the west side of the street.	\$ 891,332	Yes	Years 1 - 10
50054	Portland / Gresham	Portland / Gresham	Gresham-Fairview Trail, Phase 5	Sandy - Marine, NE (on or near 185th Ave)	Design and construct a multi-use path connecting Sandy Blvd and Marine Dr (Segment E in Gresham Fairview Trail Master Plan).	\$ 1,000,000	Yes	Years 11 - 20
60004	Portland	Portland / ODOT	NW Bridge Ave Multi-use Path	Bridge Ave, NW (St Helens Rd - St Helens Rd)	Construct a multi-use path along Bridge Avenue between both St Helens Rd intersections.	\$ 1,447,178	Yes	Years 11 - 20
60005	Portland	Portland	Barnes & Burnside Intersection Improvements	Barnes/Burnside, NW	Install a signal or 4-way stop at Barnes & Burnside near the Wildwood Trail and Pittock Mansion entrance.	\$ 458,650	No	
60006	Portland	Portland	Outer W Burnside Corridor Improvements	Burnside St, W (23rd - Skyline)	Widen street to add bicycle facilities, improve sidewalks, lighting, and crossings.	\$ 11,723,745	No	
60007	Portland	Portland	Cornell Bikeway	Cornell, NW (30th City Limits)	Design and implement bicycle facilities.	\$ 19,171,451	No	
60008	Portland	Portland	NW Everett/Glisan Corridor Improvements	Everett/Glisan, NW (Broadway - 23rd)	Install improved pedestrian crossings, remodel traffic signals, improve signage at freeway crossings, install new and/or enhance existing bicycle facilities, and provide additional improvements along the corridor to improve safety at high crash locations.	\$ 4,000,000	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
60012	Portland	Portland	Kittridge Bridge Seismic Retrofit	Kittridge Ave, NW (Front - Yeon)	Retrofit existing seismically vulnerable bridge (#010) across railroad tracks to ensure emergency response and access to petroleum supplies located along the Willamette River in the event of an earthquake.	\$ 15,249,213	No	
60015	Portland	Portland	Skyline Bikeway	Skyline, NW (Hwy 26 - City Limits)	Widen street in order to add bicycle facilities and gravel shoulders.	\$ 8,088,812	No	
60018	Portland	ODOT / Railroad	Willbridge Industrial Area Rail Overcrossing	Willbridge Industrial Area, NW (St Helens Rd Front Ave)	Provide an alternative crossing of the BNSF Railroad to improve connectivity and safety between US 30 and the industrial properties served by NW Front Avenue in the Willbridge area of the NW Industrial District.	\$ 23,113,022	No	
60019	Portland	ODOT	NW St Helens Rd Safety Improvements	St Helens Rd, NW (107th - Kittridge)	Design and implement pedestrian and bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 5,000,000	Yes	Years 11 - 20
60023	Portland	ODOT	Yeon/St Helens ITS	Yeon/St Helens, NW (US30)	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system.	\$ 885,499	Yes	Years 11 - 20
60024	Portland	Portland	Wildwood Trail Bridge	Wildwood Trail & Burnside, W	Construct a pedestrian overcrossing or signalized at-grade pedestrian crossing where Burnside intersects the Wildwood Trail.	\$ 2,126,948	Yes	Years 1 - 10
60025	Portland	Portland	Fairview Blvd Bikeway	Fairview Blvd, SW (Kingston - Skyline)	Design and implement bicycle facilities.	\$ 13,479,832	No	
60027	Portland	Portland / ODOT	Con-way Access Improvements	20th Ave, NW (Upshur - Raleigh); 23rd & Vaughn, NW	Extend and improve NW 20th Ave from Upshur to Raleigh and improve the intersection of 23rd & Vaughn in accordance with the adopted Northwest Master Plan for Con-way Site.	\$ 4,300,000	Yes	Years 1 - 10
60029	Portland	Multnomah County	NW Miller Rd Bikeway	Miller, NW (Stark - Cornell)	Design and implement bicycle facilities.	\$ 5,392,035	No	
60030	Portland	Portland	NW/SW 20th Ave Neighborhood Greenway	20th Ave, NW/SW (Mill - Raleigh)	Design and implement bicycle facilities.	\$ 623,000	Yes	Years 1 - 10
60031	Portland	Portland	W Burnside & Skyline Intersection Improvements	Burnside/Skyline, NW/SW	Construct intersection improvements at both legs of the double intersection to improve safety for all modes.	\$ 1,850,716	Yes	Years 1 - 10
60033	Port	Port	T2 Redevelopment	Terminal 2	Construct rail, rail scale, and crane modernization.	\$ 4,500,000	Yes	Years 1 - 10
60034	Port	Port	T2 Track Reconfiguration and Siding	Terminal 2	Construct rail loops and support siding.	\$ 8,900,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
60035	Portland	Portland	Montgomery Park Streetcar Extension	NW 18th/19th Ave to Montgomery Park (various route options)	Public outreach, planning, design, engineering, and construction for future streetcar extension from NW 18th/19th Ave to Montgomery Park.	\$ 35,000,000	No	
70001	Portland	Portland	SE 13th Ave Streetscape Improvements	13th Ave, SE (Malden - Tacoma)	Plan and implement streetscape and transportation improvements, including crossing improvements, to increase opportunities to walk and enhance the main street character.	\$ 2,223,555	No	
70005	Portland	Portland	Cesar Chavez Corridor Improvements	Cesar Chavez Blvd, NE/SE (Sandy - Woodstock)	Repair street, upgrade sidewalks, and add pedestrian/bicycle crossing improvements. Upgrade signals and make striping changes to improve traffic safety and transit operations.	\$ 5,000,000	Yes	Years 11 - 20
70006	Portland	Portland	60th Ave Corridor Improvements	60th Ave, NE/SE (Glisan - Belmont)	Design and implement signal and intersection improvements to improve safety. Includes the intersections with Belmont, Stark, Burnside, and Glisan.	\$ 2,000,000	No	
70008	Portland	Portland	SE 92nd Ave Bikeway	92nd Ave, SE (Holgate - Woodstock)	Design and implement bicycle facilities.	\$ 1,000,000	Yes	Years 1 - 10
70009	Portland	Portland	Belmont Streetscape Improvements	Belmont St, SE (25th - 43rd)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, transit stops, and signals.	\$ 5,722,698	No	
70010	Portland	Portland	Inner E Burnside Ped/Bike Improvements	Burnside St, E (28th - 82nd)	Design and implement bicycle facilities and improve pedestrian crossings to provide access to schools and transit.	\$ 5,000,000	Yes	Years 1 - 10
70013	Portland	Portland	Inner Division Corridor Improvements, Phase 2	Division St, SE (Cesar Chavez - 60th)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, access to transit, transit stops, and signals. Add separated in-roadway bicycle facilities (52nd - 60th).	\$ 2,000,000	Yes	Years 11 - 20
70014	Portland	Portland	Inner Division Corridor Improvements, Phase 3	Division St, SE (60th - I-205)	Construct improvements that enhance access to transit, improve safety and enhance the streetscape such as traffic signals, lighting, bus shelters, benches, and crossings.	\$ 5,000,000	Yes	Years 11 - 20
70015	Portland	TriMet	SE Division St Transit Improvements	Division St, SE (7th - City Limits)	Provide capital improvements that benefit frequent bus service along Division from downtown Portland to Gresham.	\$ 5,000,000	Yes	Years 11 - 20
70017	Portland	Portland	Ellis Ped/Bike Improvements	Ellis St, SE (92nd - Foster)	Design and implement pedestrian and bicycle facilities.	\$ 2,500,000	Yes	Years 1 - 10
70019	Portland	Portland	Flavel Dr Roadway Improvements	Flavel Dr, SE (45th - Clatsop)	Fully improve street from SE 45th to Clatsop Street with travel lanes, curbs, swales, sidewalks, and separated in-roadway bicycle facilities from 52nd to Clatsop.	\$ 7,294,088	No	
70020	Portland	Portland	SE Flavel St Pedestrian Improvements	Flavel St, SE (82nd - 92nd)	Construct sidewalks and crossing improvements.	\$ 1,277,895	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
70021	Portland	Portland	Foster Road Corridor Improvements	Foster Rd, SE (Powell - 90th)	Improve sidewalks, lighting, crossings, bus shelters, and benches on Foster and improve pedestrian crossings to benefit access to transit. Install separated in-roadway bicycle facilities and widen substandard sidewalks.	\$ 5,000,000	Yes	Years 1 - 10
70024	Portland	Portland	Lents Town Center Improvements, Phase 2	Foster/Woodstock, SE (94th - 101st)	Implement Lents Town Center Business District Transportation Plan with new traffic signals, pedestrian amenities, wider sidewalks, pedestrian crossings, and street lighting.	\$ 11,510,000	Yes	Years 11 - 20
70027	Portland	Portland	Harney Dr Bikeway	Harney Dr, SE (52nd - Flavel)	Design and implement bicycle facilities.	\$ 1,252,000	No	
70028	Portland	Portland	Harold St Bikeway	Harold St, SE (52nd - Foster)	Design and implement bicycle facilities.	\$ 1,414,000	Yes	Years 11 - 20
70030	ODOT	ODOT	SE McLoughlin Blvd Roadway Improvements	McLoughlin Blvd, SE (Ross Island Bridge - Tacoma)	Provide access management, operational improvements, and safety improvements from Ross Island Bridge to Harold. Widen to six lanes from Harold to Tacoma and construct pedestrian and bike facilities.	\$ 96,500,000	No	
70031	Portland	Portland	Middle Holgate Bikeway	Holgate Blvd, SE (52nd - I-205)	Design and implement bicycle facilities.	\$ 2,000,000	Yes	Years 11 - 20
70032	Portland	Portland	Holgate Blvd Corridor Improvements	Holgate Blvd, SE (39th - 52nd)	Reconstruct pavement structure and stormwater drainage facilities, improve corner curb ramps to ADA standards, improve pedestrian crossings, and add bicycle facilities.	\$ 3,995,925	Yes	Years 11 - 20
70033	Portland	Portland	Inner Holgate Bikeway	Holgate Blvd, SE (McLoughlin - 39th)	Design and implement bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 2,000,000	Yes	Years 11 - 20
70034	Portland/ODOT	ODOT	I-205 Multi-use Path Crossings	I-205 Multi-Use Path & Glisan, NE; I-205 Multi-Use Path & Stark/Washington, SE	Improve crossings and access to I-205 multi-use path at Glisan, Stark/Washington, and other intersections as needed.	\$ 500,000	Yes	Years 1 - 10
70041	Portland	Portland	Inner Milwaukie Streetscape Improvements	Milwaukie Ave, SE (Gideon - Mall)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, transit stops, and signals.	\$ 4,838,299	Yes	Years 11 - 20
70042	Portland	Portland	Outer Milwaukie Streetscape Improvements	Milwaukie Ave, SE (Yukon - Tacoma)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, transit stops, and signals.	\$ 5,386,378	No	
70044	Portland	Portland	Mt Scott Blvd Ped/Bike Improvements	Flavel / Mt Scott Blvd, SE (92nd - 112th)	Build a continuous walkway for pedestrian travel and access to transit with crossing improvements at transit stop locations. Design and implement bicycle facilities.	\$ 4,676,654	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
70045	Portland	ODOT	Inner Powell Blvd Corridor Improvements	Powell Blvd, SE (Ross Island Bridge - 50th)	Retrofit existing street with multimodal safety improvements including enhanced pedestrian and bicycle crossings, pedestrian and bike activated signals, median islands with trees, redesign of selected intersections and stormwater management facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 7,997,100	Yes	Years 11 - 20
70046	Portland	ODOT	Inner Powell Bikeway	Powell Blvd, SE (71st - I-205)	Design and implement bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 4,767,667	Yes	Years 11 - 20
70047	Portland	TriMet	Foster Rd Transit Improvements	Foster Rd, SE (Powell - 50th)	Construct improvements that enhance frequent bus service along Foster Rd.	\$ 667,784	Yes	Years 1 - 10
70049	Portland	Portland	Reedway Ped/Bike Overcrossing	Reedway St, SE (23rd - 26th)	Construct a pedestrian/bicycle overcrossing of McLoughlin Blvd, light rail, and railroad tracks.	\$ 5,000,000	Yes	Years 1 - 10
70050	Multnomah County	Multnomah County	Sellwood Bridge Replacement	Sellwood Bridge, SE/SW	Replace weight-restricted bridge.	\$ 88,776,380	Yes	Years 1 - 10
70052	Portland	Portland	SE Seventies Bikeway	74th to 80th Aves, NE/SE (I-84 - Clatsop)	Design and implement a bikeway using neighborhood greenway and/or separated in-roadway treatments, with crossing improvements as needed at major streets.	\$ 2,818,037	Yes	Years 1 - 10
70053	Portland	Portland	Springwater Gap Trail	Springwater Corridor, SE (Umatilla - 19th)	Construct trail-with-rail multi-use path between Umatilla and 19th to fill in the "Springwater Gap."	\$ 3,032,411	Yes	Years 1 - 10
70055	Portland	Portland	Tacoma Main Street Improvements	Tacoma St, SE (Sellwood Bridge - McLoughlin)	Implement boulevard design based on Tacoma Main Street study recommendations and incorporate McLoughlin Neighborhoods Project recommendations.	\$ 5,842,113	Yes	Years 11 - 20
70057	Portland	Portland	Tacoma St ITS	Tacoma St, SE (Sellwood Bridge - 45th/Johnson Creek)	Communications infrastructure; closed circuit TV cameras, variable message signs for remote monitoring and control of traffic flow for four signals.	\$ 231,495	Yes	Years 11 - 20
70059	Portland	Portland	Inner Glisan Bikeway	Glisan St, NE (47th - I-205)	Design and implement bicycle facilities.	\$ 5,352,131	Yes	Years 11 - 20
70070	Portland	Portland	SE 14th/15th Neighborhood Greenway	14th/15th Ave, SE (Ellis - Linn)	Design and implement a neighborhood greenway including jogs on Malden, Tolman, and Ellisa.	\$ 688,530	Yes	Years 11 - 20
70071	Portland	Portland	Sixties Neighborhood Greenway	60s Aves, NE/SE (Hancock - Springwater Trail)	Design and implement bicycle facilities.	\$ 1,500,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
70072	Portland	Portland	SE Washington Bikeway Gap	Washington St, SE (76th - 92nd)	Design and implement bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 783,000	Yes	Years 1 - 10
70073	Portland	Portland	SE 34th Ave Neighborhood Greenway	34th Ave, SE (Gladstone - Burnside)	Design and implement bicycle facilities.	\$ 540,000	Yes	Years 1 - 10
70074	Portland	Portland	Inner SE Steele Bikeway	Steele St, SE (33rd - 52nd)	Design and implement bicycle facilities.	\$ 1,077,000	Yes	Years 11 - 20
70075	Portland	Portland	Knapp/Ogden Neighborhood Greenway	Knapp/Ogden, SE (27th - 92nd)	Design and implement a neighborhood greenway.	\$ 882,000	Yes	Years 1 - 10
70076	Portland	ODOT	PMLR Active Transportation Improvements	Portland-Milwaukie Light Rail Corridor, SE	Construct a shared-use path along SE McLoughlin Blvd from 17th Ave to the Springwater Corridor Trail and build a bicycle parking center at the Tacoma/Springwater light rail station. This project will be coordinated with ODOT to determine the alignment along McLoughlin Blvd.	\$ 8,000,000	Yes	Years 11 - 20
70077	Portland	Portland	SE 9th Ave Bikeway	9th Ave, NE/SE (I-84 - Center)	Design and implement a neighborhood greenway on 9th Ave, with separated bicycle facility segments and crossing improvements as needed.	\$ 1,000,000	Yes	Years 1 - 10
70078	Portland	Portland/ODOT	I-84 Active Corridor Management	4/Powell/Glisan/Sar	This project expands traveler information and enables incident management techniques that reduce traveler delay and improve safety through the I-84 corridor.	\$ 1,207,937	Yes	Years 1 - 10
70079	Portland	Portland	Glisan St Bridge Replacement	Glisan St, NE (over abandoned railroad at 90th Ave)	Replace existing poor-condition, weight-restricted bridge (#033) to ensure continued use by trucks, transit, and emergency response.	\$ 975,800	Yes	Years 1 - 10
70080	ODOT	ODOT	Interstate 205 Southbound Auxiliary Lane	I-205, NE/SE (I-84 Stark/Washington)	Extend existing auxiliary lane.	\$ 8,500,000	Yes	Years 1 - 10
70081	Portland	Portland	SE 21st Ave Bikeway	21st Ave, SE (Clinton - Gladstone)	Design and implement bicycle facilities.	\$ 500,000	Yes	Years 1 - 10
70083	Portland	Portland	Thorburn / Gilham Safety Improvements	Thorburn St, SE (62nd - 74th); Gilham Ave, SE (Burnside - Thorburn)	Design and implement a pedestrian walkway, improved crossings, and traffic calming elements.	\$ 3,500,000	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
80001	Portland	Portland	Cherry Blossom/112th/111th Ped/Bike Improvements	Cherry Blossom / 112th Ave / 111th Ave, SE (Washington - Mt Scott Blvd)	Design and implement pedestrian and bicycle facilities.	\$ 2,070,127	Yes	Years 1 - 10
80004	Portland	Portland	SE 136th Ave Ped/Bike Improvements	136th Ave, SE (Division - Foster)	Construct missing sidewalks on both sides of the street and add bicycle facilities.	\$ 5,000,000	Yes	Years 1 - 10
80005	Portland	Portland	SE 148th Ave Pedestrian Improvements	148th Ave, SE (Division - Powell Butte Park)	Construct sidewalks, curbs, and drainage improvements.	\$ 2,000,000	Yes	Years 1 - 10
80009	Portland	Portland	Outer Division Corridor Improvements	Division St, SE (I-205 - 174th)	Construct streetscape improvements to enhance sidewalks, lighting, crossings, bus shelters and benches, and bicycle facilities.	\$ 5,710,912	Yes	Years 1 - 10
80010	Portland	Portland	Outer Foster Rd Pedestrian Improvements	Foster Rd, SE (102nd - Foster Pl)	Construct sidewalks and crossing improvements to facilitate pedestrian travel and access to transit.	\$ 1,403,000	Yes	Years 11 - 20
80012	Portland	Portland	Outer Holgate Ped/Bike Improvements	Holgate Blvd, SE (92nd - 136th)	Construct sidewalks and crossing improvements to facilitate pedestrian travel and access to transit. Extend bicycle facilities from 130th to 136th.	\$ 3,000,000	Yes	Years 1 - 10
80014	Portland	Portland	Mill Park Pedestrian Improvements	Market St, SE (96th - 130th); Mill St, SE (130th - 148th); 101st Ave, SE (Market - Division); 117th Ave, SE (Stark - Division); 130th Ave, SE (Stark - Division)	Construct sidewalks and crossing improvements to enhance pedestrian travel and access to transit and schools.	\$ 10,000,000	Yes	Years 11 - 20
80015	ODOT/Portland	ODOT	Outer Powell Blvd Corridor Improvements, Phase 1	Powell Blvd, SE (116th - 136th)	Widen street to three lanes (inclusive of a center turn lane) with sidewalks and buffered bike lanes or other enhanced bike facility. Add enhanced pedestrian and bike crossings.	\$ 24,000,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
80016	Portland	Portland	Powellhurst/Gilbert Pedestrian Improvements	Ramona St, SE (122nd - 136th); Harold St, SE (102nd-128th); Boise St, SE (116th - 127th); 103rd/104th Ave, SE (Powell-Foster); 130th Ave, SE (Powell - Holgate)	Construct sidewalks, curbs, and drainage, as well as crossing improvements to enhance pedestrian travel and access to transit and schools.	\$ 10,000,000	Yes	Years 11 - 20
80017	Portland	Portland	Outer Stark Ped/Bike Improvements	Stark, SE (108th - City Limits)	Construct sidewalks and crossing improvements and provide bicycle facilities. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 8,209,130	Yes	Years 1 - 10
80018	Portland	Portland	Gateway--Stark/Washington Streetscape Improvements	Stark/Washington, SE (92nd - 111th)	Implement Gateway regional center plan with boulevard design retrofit including new traffic signals, improved pedestrian facilities and crossings, and street lighting. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 6,157,767	Yes	Years 1 - 10
80020	Portland	Portland	4M Bikeway	Market / Mill / Millmain / Main, SE (I-205 - 174th)	Design and implement a bikeway, with improved crossings at major streets.	\$ 1,750,000	Yes	Years 1 - 10
80021	Portland	Portland	SE Clatsop St Corridor Improvements	Clatsop, SE (Deardorf / 132nd - 162nd)	Design and implement multimodal improvements based on Pleasant Valley Concept and Implementation Plan recommendations.	\$ 7,013,394	No	
80023	Portland	Portland	162nd & Clatsop Intersection Improvements	162nd & Clatsop, SE	Install a signal at the intersection.	\$ 500,000	No	
80024	Portland	Multnomah Co / Clackamas Co	Clatsop Street Extension	Clatsop, SE (162nd - Cheldelin Rd)	Extend street east into Pleasant Valley based on the Pleasant Valley Implementation Plan.	\$ 4,202,582	No	
80025	Portland	Portland	Pleasant Valley Foster Rd Extension	Foster Rd, SE (Jenne - Giese Rd)	Design and implement multimodal improvements based on the Pleasant Valley Implementation Plan recommendations.	\$ 2,525,400	No	
80026	Portland	Portland	SE 162nd Ave Corridor Improvements	162nd, SE (Foster Rd - Clatsop)	Construct multimodal improvements based on the Pleasant Valley Concept and Implementation Plan recommendations.	\$ 6,421,100	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
80028	Portland	Portland	SE/NE 135th Ave Neighborhood Greenway	135th Ave, SE/NE (Division - Pacific)	Design and implement bicycle facilities.	\$ 914,000	Yes	Years 11 - 20
80029	Portland	Portland	SE/NE 146th Ave Neighborhood Greenway	146th Ave, SE/NE (Powell - Glisan)	Design and implement bicycle facilities.	\$ 562,000	Yes	Years 11 - 20
80030	Portland	Portland	Outer Harold Bikeway	Harold St, SE (104th - 136th)	Design and implement bicycle facilities.	\$ 1,566,000	Yes	Years 11 - 20
80031	Portland	Portland	SE/NE 117th Ave Neighborhood Greenway	117th Ave, SE/NE (Springwater Trail - I-84)	Design and implement bicycle facilities.	\$ 1,289,000	Yes	Years 11 - 20
80032	ODOT/Portland	ODOT	Outer Powell Blvd Corridor Improvements, Phase 2	Powell Blvd, SE (99th - 116th; 136th - 174th)	Widen street to three lanes (inclusive of a center turn lane), or four lanes from 162nd – 174th if specific traffic conditions are met, with sidewalks and buffered bike lanes or other enhanced bike facility. Add enhanced pedestrian and bike crossings.	\$ 67,000,000	Yes	Years 11 - 20
80033	Portland	TriMet	Eastside MAX Station Pedestrian Improvements	82nd Ave, 148th Ave, & 162nd Ave MAX Stations, NE/SE	Retrofit existing streets along eastside MAX and at intersecting streets to include better sidewalks and crossings, curb extensions, bus shelters, and benches at 82nd, 148th, and 162nd stations.	\$ 3,156,750	Yes	Years 11 - 20
80034	Portland	Portland	East Portland Access to Transit	Division St, SE (I-205 - 174th); 130s Aves (San Rafael - Foster)	Construct SE Division St sidewalk infill and 130s Bikeway.	\$ 4,472,488	Yes	Years 1 - 10
80035	Portland	Portland	East Portland Access to Employment	East Portland	This project will build sidewalks and crossing improvements on Powell Blvd, improve sidewalks for access to transit, improve transit stops, improve transit operations, and build the 100s and 150s Neighborhood Greenways.	\$ 5,870,072	Yes	Years 1 - 10
80036	TriMet	TriMet	Renew the Blue Station Rehabilitation	Eastside MAX Light Rail Stations, NE/SE	Construct station improvements at Eastside MAX Stations.	\$ 12,315,000	Yes	Years 1 - 10
80037	TriMet	Portland/ODOT	Powell-Division Safety and Access to Transit	Powell-Division Corridor, SE (22nd - City Limits)	Construct improvements for safety, access to transit, and transit operations in the Powell-Division corridor.	\$ 2,800,000	Yes	Years 1 - 10
80038	Gresham	Portland/Multnomah Co.	SE 174th N/S Improvements	174th Ave, SE (Giese - 174th/Jenne)	Construction of new roadway that adds n/s capacity in vicinity of 174/Jenne. This facility will have two travel lanes in each direction (total 4 travel lanes), and a median/turn lane which will be primarily a median, with left turn pockets at the intersection of the New Road/Giese, and also New Road/McKinley.	\$ 27,498,638	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
80039	TriMet	Portland	Powell/Division HCT--Project Development	Powell/Division Corridor (Portland to Gresham)	Project Development through ROW acquisition/early construction for High Capacity Transit project between Portland and Gresham.	\$ 75,000,000	Yes	Years 1 - 10
80040	TriMet	Portland/ODOT	Powell-Division Corridor HCT--Capital Construction	Central City Portland to Gresham	Capital construction of High Capacity Transit project between Portland and Gresham along Powell/Division Corridor.	\$ 75,000,000	No	
80041	ODOT	ODOT	Interstate 205 Northbound Phase 1 Auxiliary Lane	I-205, NE/SE (Powell - Stark/Washington)	Extend existing acceleration lane to Washington and construct 2 lane exit.	\$ 7,500,000	Yes	Years 1 - 10
80042	ODOT	ODOT	I-205 Northbound Phase 2: Auxiliary Lane Extension	I-205, NE/SE (Division - I-84)	Extend existing auxiliary lane.	\$ 8,000,000	Yes	Years 11 - 20
90001	Portland	Portland	Montgomery to Vista Bikeway	12th/Broadway/Cardinell/Davenport, SW (Montgomery - Vista)	Design and implement bicycle facilities.	\$ 4,135,188	No	
90002	Portland	Portland	SW 19th / Capitol Hill Rd Safety Improvements	19th, SW (Barbur - Spring Garden); Capitol Hill Rd, SW (Barbur - Bertha)	Design and implement bicycle and pedestrian facilities to create a safe and convenient crossing of I-5, Multnomah Blvd, and Barbur Blvd. Design and implement enhanced shared roadway bicycle facilities on Capitol Hill Rd from Barbur to Bertha.	\$ 1,000,000	Yes	Years 1 - 10
90003	Portland	Portland	SW 25th/Kanan Pedestrian Improvements	25th/Kanan, SW (23rd - Beaverton-Hillsdale Hwy)	Construct a walkway for pedestrian travel and access to transit.	\$ 1,597,369	No	
90004	Portland	Portland	26th Ave Ped/Bike Improvements	26th Ave, SW (30th - Taylors Ferry)	Design and implement pedestrian and bicycle facilities.	\$ 1,000,000	Yes	Years 11 - 20
90005	Portland	Portland	SW 30th Ave Ped/Bike Improvements	30th Ave, SW (Vermont - Beaverton-Hillsdale Hwy)	Construct a pedestrian walkway and bicycle facilities, and improve the pedestrian crossing at Beaverton-Hillsdale Hwy & 30th.	\$ 1,839,333	Yes	Years 11 - 20
90006	Portland	Portland	Inner SW 35th Ave Ped/Bike Improvements	35th Ave, SW (Vermont - Multnomah)	Construct a pedestrian walkway and bicycle facilities.	\$ 2,500,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90007	Portland	Portland	Outer SW 35th Ave Ped/Bike Improvements	35th Ave, SW (Taylors Ferry - Stephenson); Taylors Ferry, SW (35th - 26th)	Add bicycle facilities, sidewalks, crossing improvements, and median islands.	\$ 2,000,000	Yes	Years 11 - 20
90008.1	Portland	Portland	SW 45th Ave Ped/Bike Improvements, Segment 1	45th Ave, SW (Cameron - Illinois)	Construct a pedestrian walkway and bicycle facilities.	\$ 1,500,000	Yes	Years 11 - 20
90008.2	Portland	Portland	SW 45th Ave Ped/Bike Improvements, Segment 2	45th Ave, SW (Illinois - Nevada)	Construct a pedestrian walkway and bicycle facilities.	\$ 1,000,000	Yes	Years 1 - 10
90008.3	Portland	Portland	SW 45th Ave Ped/Bike Improvements, Segment 3	45th Ave, SW (Nevada - Multnomah)	Construct a pedestrian walkway and bicycle facilities.	\$ 1,500,000	Yes	Years 11 - 20
90008.4	Portland	Portland	SW 45th/48th Ave Ped/Bike Improvements	45th Ave / 45th Dr / 48th Ave, SW (Multnomah - Taylors Ferry)	Construct a pedestrian walkway and bicycle facilities.	\$ 4,000,000	No	
90011	Portland	Portland	SW Pomona/64th Ped/Bike Improvements	Pomona/63rd/64th, SW (61st - Barbur)	Construct sidewalks and bicycle facilities.	\$ 2,500,000	Yes	Years 1 - 10
90012	Portland	Portland	SW 62nd/61st Ped/Bike Improvements	62nd/61st, SW (Taylors Ferry - Pomona)	Construct a pedestrian walkway and bicycle facilities.	\$ 3,250,000	No	
90013	Portland	Portland	SW Arnold Ped/Bike Improvements	Arnold, SW (Boones Ferry - 35th)	Design and implement bicycle and pedestrian facilities.	\$ 3,191,287	No	
90014	Portland	ODOT	Barbur Blvd ITS	Barbur Blvd, SW	Install intelligent transportation system infrastructure to improve safety and enhance traffic flow.	\$ 550,000	Yes	Years 1 - 10
90016	Portland	ODOT	Inner Barbur Corridor Improvements	Barbur Blvd, SW (3rd - Terwilliger)	Construct Improvements for transit, bikes and pedestrians. Transit improvements include preferential signals, pullouts, shelters, left turn lanes and sidewalks.	\$ 4,000,000	Yes	Years 1 - 10
90017	Portland	ODOT	Outer Barbur Corridor Improvements	Barbur Blvd, SW (Terwilliger - City Limits)	Complete boulevard design improvements including sidewalks and street trees, safe pedestrian crossings, enhance transit access and stop locations, traffic signal at Barbur/30th, and bike lanes (Bertha - City Limits).	\$ 24,833,100	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90018	TriMet	ODOT	Barbur/OR-99W Safety and Access to Transit	Barbur Blvd, SW (Hooker - 53rd)	Construct improvements for safety, access to transit, and transit operations in the Barbur corridor.	\$ 3,605,001	Yes	Years 1 - 10
90019	Portland	Portland	Beaverton-Hillsdale Hwy ITS	Beaverton-Hillsdale Hwy, SW	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system.	\$ 315,675	Yes	Years 1 - 10
90020	Portland	Portland	Beaverton-Hillsdale Hwy Corridor Improvements	Beaverton-Hillsdale Hwy, SW (Capitol Hwy - 65th)	Build new sidewalks, improve crossings, and enhance access to transit. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 3,565,023	Yes	Years 1 - 10
90023	Portland	Portland	Boones Ferry Rd Bikeway	Boones Ferry Rd, SW (Terwilliger - City Limits)	Design and implement bicycle facilities.	\$ 7,015,000	No	
90024	Portland	Portland	SW Broadway Dr Pedestrian Improvements	Broadway Dr, SW (Sherwood - Grant)	Construct a walkway and crossing improvements.	\$ 4,676,654	No	
90025	Portland	Portland	SW Cameron Rd Pedestrian Improvements	Cameron Rd, SW (45th - Shattuck)	Construct a walkway for pedestrian travel and access to transit.	\$ 2,500,000	No	
90026	Portland	Portland	Capitol Hwy Corridor Improvements	Capitol Hwy, SW (Multnomah Blvd - Taylors Ferry)	Improve SW Capitol Highway from SW Multnomah Boulevard to SW Taylors Ferry Road to include a continuous sidewalk(s), safe crossings and bicycle access along the corridor.	\$ 12,000,000	Yes	Years 1 - 10
90027	Portland	Portland	Outer Capitol Hwy Corridor Improvements	Capitol Hwy, SW (West Portland Town Center - 49th)	Construct curb extensions, medians, improved crossings, and other pedestrian improvements. Make safety improvements including left turn pockets and improved signal timing.	\$ 1,553,000	Yes	Years 11 - 20
90028	Portland	Portland	B-H Hwy/Bertha/Capitol Hwy Improvements	Beaverton-Hillsdale /Bertha/Capitol Hwy, SW	Redesign intersection to improve safety.	\$ 1,403,000	Yes	Years 11 - 20
90029	Portland	Portland	Inner Capitol Hwy Corridor Improvements	Capitol Hwy, SW (Terwilliger - Sunset)	Construct sidewalks, crossing improvements for access to transit, and bike improvements, and install left turn lane at the Capitol/Burlingame intersection.	\$ 2,806,000	Yes	Years 11 - 20
90031.1	Portland	Portland	SW Dosch Rd Interim Safety Improvements	Dosch Rd, SW (B-H Hwy - Patton)	Construct an enhanced shoulder to improve safety for all modes.	\$ 1,000,000	Yes	Years 1 - 10
90031.2	Portland	Portland	SW Dosch Rd Ped/Bike Improvements, Segment 1	Dosch Rd, SW (B-H Hwy - Hamilton)	Construct a pedestrian walkway and climbing bike lane.	\$ 3,000,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90031.3	Portland	Portland	SW Dosch Rd Ped/Bike Improvements, Segment 2	Dosch Rd, SW (Hamilton - Patton)	Construct a pedestrian walkway and climbing bike lane.	\$ 3,500,000	No	
90033	Portland	Portland	Garden Home Ped/Bike Improvements	Garden Home Rd, SW (Multnomah - Capitol Hwy)	Construct pedestrian and bicycle safety improvements, including drainage designed for constrained right-of-way.	\$ 1,795,000	Yes	Years 1 - 10
90034.1	Portland	Portland	Bridlemile Ped/Bike Improvements, Phase 1	Hamilton St, SW (Scholls Ferry - 53rd; 48th - 45th); Shattuck Rd, SW (B-H Hwy - 53rd)	Construct a pedestrian walkway, bicycle facilities, and crossing improvements.	\$ 3,000,000	Yes	Years 1 - 10
90034.2	Portland	Portland	Bridlemile Ped/Bike Improvements, Phase 2	Hamilton St, SW (53rd - 48th; 45th - Dosch); Shattuck Rd, SW (53rd - Hamilton)	Construct a pedestrian walkway, bicycle facilities, and crossing improvements.	\$ 4,000,000	Yes	Years 11 - 20
90034.3	Portland	Portland	Bridlemile Ped/Bike Improvements, Phase 3	Shattuck Rd, SW (Hamilton - Patton)	Construct a pedestrian walkway, bicycle facilities, and crossing improvements.	\$ 2,500,000	No	
90038	Portland	Portland	SW Humphrey Blvd Ped/Bike Improvements	Humphrey Blvd, SW (Patton - Scholls Ferry)	Design and implement pedestrian and bicycle facilities.	\$ 4,000,000	No	
90043	Portland	Portland	SW Lancaster Rd Ped/Bike Improvements	Lancaster Rd, SW (Taylors Ferry - Stephenson)	Design and implement pedestrian and bicycle facilities.	\$ 10,000,000	No	
90046	Portland	ODOT	Macadam ITS	Macadam, SW (Bancroft - Sellwood Br)	Install needed ITS infrastructure (communication network, new traffic controllers, CCTV cameras, and vehicle /pedestrian detectors). These ITS devices allow us to provide more efficient and safe operation of our traffic signal system.	\$ 401,794	Yes	Years 11 - 20
90047	Portland	ODOT	SW Macadam Ped/Bike Improvements	Macadam, SW (Bancroft - County line)	Improve pedestrian and bicycle crossings of Macadam and connections to the Willamette Greenway Trail. Project design will consider freight movement needs, consistent with policies, street classification(s) and uses.	\$ 1,000,000	Yes	Years 11 - 20
90048	Portland	Portland	Markham School Pedestrian/Bicycle Overpass	SW 52nd - Markham School (bridge over I-5 and Barbur Blvd)	Construct pedestrian/bicycle path and bridge over Barbur Blvd and I-5 to connect SW Alfred and SW 52nd to the rear of Markham School.	\$ 4,861,395	Yes	Years 11 - 20

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90049.1	Portland	Portland	Marquam Hill Rd Interim Safety Improvements	Marquam Hill Rd, SW (Gibbs - Fairmount)	Construct an enhanced shoulder to improve safety for all modes.	\$ 500,000	Yes	Years 1 - 10
90049.2	Portland	Portland	Marquam Hill Ped/Bike Improvements, Segment 1	Gibbs St, SW (13th - 11th)	Design and implement pedestrian and bicycle facilities.	\$ 1,000,000	Yes	Years 11 - 20
90049.3	Portland	Portland	Marquam Hill Ped/Bike Improvements, Segment 2	Marquam Hill Rd, SW (Gibbs - Fairmount)	Construct a pedestrian walkway and climbing bike lane.	\$ 2,000,000	No	
90050	Portland	Portland	SW Multnomah Blvd Ped/Bike Improvements, Phase 2	Multnomah Blvd, SW (31st - 45th)	Provide separated pedestrian and bicycle facilities, along with stormwater management facilities.	\$ 5,000,000	Yes	Years 1 - 10
90052	Portland	Portland	SW Palatine Hill / Primrose Bikeway	Palatine Hill Rd, SW (Boones Ferry Palater); Primrose St, SW (Terwilliger - Boones Ferry)	Design and implement a bikeway from Terwilliger to Palater, including improved crossings at Primrose & Terwilliger and Primrose & Boones Ferry.	\$ 2,000,000	Yes	Years 1 - 10
90053	Portland	Portland	SW Palatine Street Extension	Palatine St, SW (27th-Lancaster)	Complete neighborhood collector to provide multimodal access to Lancaster Rd.	\$ 2,120,098	No	
90054.1	Portland	Portland	SW Patton Rd Ped/Bike Improvements, Segment 1	Patton Rd, SW (Vista - Talbot)	Construct a pedestrian walkway and bicycle facilities.	\$ 2,500,000	No	
90054.2	Portland	Portland	SW Patton Rd Ped/Bike Improvements, Segment 2	Patton Rd, SW (Hewett - Shattuck)	Construct a pedestrian walkway and bicycle facilities.	\$ 3,000,000	No	
90054.3	Portland	Portland	SW Patton / Talbot Ped/Bike Improvements	Patton Rd, SW (Talbot - Hewett); Talbot Rd, SW (Patton - Fairmount)	Construct a pedestrian walkway and bicycle facilities, with improved crossings where needed.	\$ 500,000	Yes	Years 1 - 10
90055	Portland	Portland	SW Pomona St Ped/Bike Improvements	Pomona St, SW (35th - Barbur)	Design and implement pedestrian and bicycle facilities.	\$ 2,476,710	No	
90059.1	Portland	Portland	SW Shattuck Rd Ped/Bike Improvements, Segment 1	Shattuck Rd, SW (B-H Hwy - Cameron)	Construct a pedestrian walkway, climbing bike lane, and crossing improvements.	\$ 1,000,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90059.2	Portland	Portland	SW Shattuck Rd Ped/Bike Improvements, Segment 2	Shattuck Rd, SW (Cameron - Illinois)	Construct a pedestrian walkway, climbing bike lane, and crossing improvements.	\$ 1,500,000	Yes	Years 11 - 20
90059.3	Portland	Portland	SW Shattuck Rd Ped/Bike Improvements, Segment 3	Shattuck Rd, SW (Illinois - Vermont)	Construct a pedestrian walkway, climbing bike lane, and crossing improvements.	\$ 1,000,000	No	
90060	Portland	ODOT	South Portland Corridor Improvements	Naito Pkwy, SW (Arthur - Barbur)	Reconstruct Naito Pkwy as a two-lane road with bicycle facilities, sidewalks, left turn pockets, and on-street parking. Includes realignment/regrading at intersecting streets; removal of Barbur tunnel, Ross Island Br ramps, Arthur/Kelly viaduct, and Grover pedestrian bridge. This project will be coordinated with ODOT and with the Southwest Corridor Plan, and will consider impacts to ODOT facilities including Naito Parkway and the Ross Island Bridge.	\$ 39,695,079	Yes	Years 11 - 20
90061	Portland	Portland	SW Spring Garden St Ped/Bike Improvements	Spring Garden/22nd, SW (Taylors Ferry - Multnomah)	Design and implement pedestrian and bicycle facilities, including improved crossings at 22nd & Barbur and 22nd & Multnomah.	\$ 2,500,000	Yes	Years 1 - 10
90062	Portland	Portland	SW Stephenson Ped/Bike Improvements	Stephenson, SW (Boones Ferry - 35th)	Construct pedestrian and bicycle facilities.	\$ 2,374,408	Yes	Years 11 - 20
90063	Portland	Portland	Sunset Blvd Ped/Bike Improvements	Sunset Blvd, SW (Dosch - 18th)	Construct a pedestrian walkway and climbing bike lane.	\$ 2,300,000	Yes	Years 11 - 20
90064.1	Portland	Portland	Outer Taylors Ferry Safety Improvements, Segment 1	Taylors Ferry, SW (Capitol Hwy - 48th)	Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.	\$ 2,175,000	Yes	Years 1 - 10
90064.2	Portland	Portland	Outer Taylors Ferry Safety Improvements, Segment 2	Taylors Ferry, SW (48th - City Limits)	Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.	\$ 3,452,184	No	
90065.1	Portland	Portland	Inner Taylors Ferry Safety Improvements, Segment 1	Taylors Ferry, SW (Macadam - Terwilliger)	Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.	\$ 3,530,642	No	
90065.2	Portland	Portland	Inner Taylors Ferry Safety Improvements, Segment 2	Taylors Ferry, SW (Terwilliger - Spring Garden)	Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.	\$ 1,883,009	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90065.3	Portland	Portland	Inner Taylors Ferry Safety Improvements, Segment 3	Taylors Ferry, SW (Spring Garden - 26th)	Widen shoulder to provide bicycle climbing lane and construct a walkway for pedestrian travel and access to transit.	\$ 4,500,000	No	
90066.1	Portland	Portland	SW Terwilliger Corridor Improvements, Segment 1	Terwilliger, SW (Taylors Ferry - Palater)	Construct sidewalks and bicycle facilities. Redesign intersection of Terwilliger & Boones Ferry to improve safety for all modes.	\$ 4,000,000	Yes	Years 11 - 20
90066.2	Portland	Portland / Multnomah Co.	SW Terwilliger Corridor Improvements, Segment 2	Terwilliger, SW (Palater - County Limits)	Construct a pedestrian walkway and bicycle facilities.	\$ 5,000,000	No	
90067.1	Portland	Portland	SW Vermont St Ped/Bike Improvements, Segment 1	Vermont St, SW (30th - 36th)	Construct multi-modal street improvements including bicycle and pedestrian facilities.	\$ 500,000	Yes	Years 1 - 10
90067.2	Portland	Portland	SW Vermont St Ped/Bike Improvements, Segment 2	Vermont St, SW (45th - 52nd)	Construct multi-modal street improvements including bicycle and pedestrian facilities.	\$ 1,000,000	Yes	Years 1 - 10
90068	Portland	Portland / ODOT	West Portland Town Center Pedestrian Improvements	West Portland Town Center, SW	Improve sidewalks, lighting, crossings, bus shelters, and benches on Barbur, Capitol Hwy, and surrounding neighborhood streets.	\$ 7,015,000	Yes	Years 11 - 20
90069	Portland	ODOT	West Portland Crossroads Intersection Improvements	Barbur / Capitol / Huber / Taylors Ferry, SW	Construct safety improvements for all modes at the intersections of Capitol Hwy, Taylors Ferry, Huber, and Barbur, including possible modifications to the I-5 ramps. This project will be coordinated with ODOT because it is within the interchange influence area.	\$ 40,000,000	No	
90070	Portland	Portland	Capitol/Vermont/30th Intersection Improvements	Capitol Hwy, SW (Vermont - 30th)	Realign the Capitol/Vermont/30th intersection and provide sidewalks, bike lanes, and drainage improvements.	\$ 1,898,314	Yes	Years 1 - 10
90071	Lake Oswego	Various	Lake Oswego to Portland Trail	Willamette River Greenway Trail, SW (Sellwood Bridge - Lake Oswego)	3.15 mile multi-use pathway adjacent to existing Hwy 43 Corridor, increasing ROW. Connects Lake Oswego to Portland at Sellwood Bridge. Part of the Willamette River Greenway Trail.	\$ 80,000,000	Yes	Years 11 - 20
90072	Portland	Portland	Lesser Road Ped/Bike Improvements	Lesser Rd / Capitol Hwy, SW (49th - Kruse Ridge)	Design and implement pedestrian and bicycle facilities.	\$ 6,792,853	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90073	Portland	Portland	SW Dolph Ct Ped/Bike Improvements	Dolph Ct, SW (26th - Capitol Hwy)	Construct a walkway for pedestrian travel and install a neighborhood greenway.	\$ 2,746,055	No	
90077	Portland	Portland	Capitol Hwy Bridge Seismic Retrofit	Capitol Hwy, SW (over Barbur and along hillside)	Retrofit existing seismically vulnerable bridge over Barbur (#139) and semi-viaduct along hillside (#140) to ensure emergency response and economic recovery in the event of an earthquake.	\$ 3,705,915	Yes	Years 11 - 20
90078	Multnomah County	Portland	Scholls Ferry Multimodal Improvements	Scholls Ferry, SW (Humphrey - County line)	Add bicycle and pedestrian facilities and make intersection improvements at Patton Road consistent with the Scholls Ferry Road Conceptual Design Plan.	\$ 3,226,900	No	
90086	Portland	Portland	Slavin Rd Bikeway	Slavin Rd, SW (Barbur - Corbett)	Build a bikeway on Slavin Road connecting Barbur to Corbett, and construct an improved pedestrian/bicycle crossing of Barbur at the Capitol Hwy on-ramp.	\$ 2,000,000	Yes	Years 1 - 10
90087	Portland	Portland	Hood Ave Pedestrian Improvements	Hood Ave, SW (Lane - Macadam)	Install sidewalk with barrier along east side and pedestrian crossing at Lane Street.	\$ 1,000,000	Yes	Years 1 - 10
90088	Portland	Portland	Marquam Hill Pedestrian Connector	Gibbs Street right-of-way, SW (Barbur - Terwilliger)	Construct a new pedestrian walkway under the tram within the Gibbs right-of-way through the Terwilliger Parkway. The steep grade and forested area will require lighting and stairs.	\$ 3,000,000	Yes	Years 11 - 20
90089	Portland	ODOT	Multnomah Viaduct Safety Improvements	Multnomah Blvd, SW (I-5 Crossing)	Construct new bicycle and pedestrian facilities at or parallel to Multnomah Blvd viaduct crossing I-5.	\$ 1,664,243	No	
90090	Portland	Portland	Barbur to PCC Neighborhood Greenway	53rd Ave, SW (Barbur - PCC)	Design and implement a neighborhood greenway connection between Barbur Blvd and PCC. Improve intersection at 53rd and Pomona to increase safety.	\$ 850,000	Yes	Years 1 - 10
90091	Portland	Portland	Terwilliger Bikeway Gaps	Terwilliger, SW	Design and implement bicycle facilities to fill in gaps in the Terwilliger Bikeway.	\$ 1,000,000	Yes	Years 1 - 10
90092	Portland	Portland	Inner Canby Neighborhood Greenway	Canby St, SW (45th - 35th)	Design and implement bicycle facilities.	\$ 516,000	Yes	Years 11 - 20
90093	Portland	Portland	Nevada Ct Neighborhood Greenway	Nevada Ct, SW (45th - Capitol Hill Rd)	Design and implement bicycle facilities.	\$ 653,000	Yes	Years 11 - 20
90094	Portland	Portland	Fairmount Blvd Bikeway	Fairmount Blvd, SW (loop from Talbot Rd to Talbot Rd)	Design and implement bicycle facilities.	\$ 845,000	No	
90095.1	Portland	Portland	Montgomery Bikeway, Phase 1	Montgomery St/Dr, SW (Vista - 16th)	Design and implement bicycle facilities.	\$ 300,000	Yes	Years 1 - 10

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90095.2	Portland	Portland	Montgomery Bikeway, Phase 2	Montgomery St/Dr, SW (Patton - Vista)	Design and implement bicycle facilities.	\$ 782,000	No	
90096	Portland	ODOT	US 26 Multi-use Path	US 26 (Canyon Ct Canyon Rd / Murray St)	Design and implement a multi-use path.	\$ 1,596,000	Yes	Years 11 - 20
90097	Portland	ODOT	Lower I-405 Multi-use Path	I-405 (6th - Montgomery)	Design and implement a multi-use path.	\$ 572,000	Yes	Years 11 - 20
90098	Portland	Portland	Capitol Hwy / Bertha Blvd Bridge Replacement	Capitol Hwy, SW (bridge over Bertha Blvd)	Replace existing weight-restricted bridge over Bertha Blvd (#081) with a new structure with improved vertical clearance.	\$ 5,326,682	No	
90099	Portland	Portland	Capitol Hwy / Multnomah Blvd Bridge Replacement	Capitol Hwy, SW (bridge over Multnomah Blvd)	Replace existing weight-restricted bridge over Multnomah Blvd (#082) with a new structure.	\$ 7,156,281	No	
90100	Portland	Portland	SW 30th/Hume/31st Ped/Bike Improvements	30th Ave, SW (Dolph - Hume); Hume St, SW (30th - 31st); 31st Ave, SW (Hume - Troy)	Construct a pedestrian walkway and bicycle facilities.	\$ 2,800,000	Yes	Years 1 - 10
90101	Portland	Portland	Garden Home & Multnomah Intersection Improvements	Garden Home Rd & Multnomah Blvd, SW	Improve and signalize the intersection of Garden Home & Multnomah.	\$ 1,931,033	Yes	Years 1 - 10
90102	Portland	Portland / ODOT	Johns Landing Streetcar Extension	Lowell - Willamette Park, SW	Corridor Alternatives Analysis, public outreach, planning, design, engineering, and construction for future streetcar extension from Portland to Johns Landing.	\$ 80,000,000	No	
90104	Portland	ODOT	Barbur Active Transportation Demonstration Project	Barbur Blvd, SW (19th - 26th)	Make minor improvements to existing signalized intersections and provide two new enhanced crossings for pedestrians and cyclists along SW Barbur Blvd.	\$ 1,999,413	Yes	Years 1 - 10
90105	TriMet	Portland	SW Corridor HCT-- Project Development	Southwest Corridor (Portland to Tualatin/Tigard)	Project Development through ROW acquisition/early construction for High Capacity Transit project between Portland and Tualatin via Tigard.	\$ 75,000,000	Yes	Years 1 - 10
90106	TriMet	Portland/ODOT	Southwest Corridor HCT-- Capital Construction	Central City Portland to Tualatin/Tigard	Capital construction of High Capacity Transit project between Portland and Tualatin via Tigard.	\$ 1,000,000,000	No	

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)	Financially Constrained?	Timeframe
90107	ODOT	ODOT	Barbur Viaducts Reconstruction	Barbur Blvd, SW (Vermont and Newbury Viaducts)	Reconstruct existing viaducts to address seismic needs and include bicycle and pedestrian facilities on or parallel to the structures.	\$ 32,000,000	No	
90108	Portland	Portland	Red Electric Trail, Segment 1	Red Electric Trail, SW (Dover - Cameron)	Construct Segment 1 of the Red Electric Trail as recommended in the Red Electric Trail Planning Study.	\$ 1,565,000	Yes	Years 1 - 10
90109	Portland	Portland	Red Electric Trail, Segment 2	Red Electric Trail, SW (Cameron - 39th)	Construct Segment 2 of the Red Electric Trail as recommended in the Red Electric Trail Planning Study.	\$ 3,425,700	Yes	Years 11 - 20
90110	Portland	Portland	Red Electric Trail, Segment 3	Red Electric Trail, SW (39th - 30th)	Construct Segment 3 of the Red Electric Trail as recommended in the Red Electric Trail Planning Study.	\$ 2,348,000	Yes	Years 11 - 20
90111	Portland	Portland	Red Electric Trail, Segment 4	Red Electric Trail, SW (30th - 21st)	Construct Segment 4 of the Red Electric Trail as recommended in the Red Electric Trail Planning Study.	\$ 3,207,000	Yes	Years 1 - 10
90112	Portland	Portland	Red Electric Trail, Segment 5	Red Electric Trail, SW (21st - Terwilliger)	Construct Segment 5 of the Red Electric Trail as recommended in the Red Electric Trail Planning Study.	\$ 2,369,000	Yes	Years 11 - 20
90113	Portland	Portland	Red Electric Trail, Segment 6	Red Electric Trail, SW (Terwilliger - Willamette Park)	Construct Segment 6 of the Red Electric Trail as recommended in the Red Electric Trail Planning Study.	\$ 4,739,000	Yes	Years 11 - 20
90114	Portland	Portland	SW Hewett Blvd Bikeway	Hewett Blvd, SW (Patton - Scholls Ferry)	Design and implement enhanced shared roadway bicycle facilities.	\$ 500,000	Yes	Years 1 - 10

For more information about the Transportation System Plan, please visit <https://www.portlandoregon.gov/transportation/63710>

For questions or comments, please email us at tsp@portlandoregon.gov



TSP Finance Chapter

< ORIGINAL JAN 30TH, 2015; REVISED APR 28TH, 2015; REVISED JUL 31ST, 2015 >

INTRO

The State Transportation Planning Rule (TPR) requires each Transportation System Plan (TSP) to include a financing program. This financial plan is designed to meet the State requirements for a financing program, as well as to establish a financial framework for making investment choices in the City's transportation system over the next 20 years.

The financial plan allows jurisdictions to assess the adequacy of existing and possible new funding mechanisms to improve elements of the transportation system. As required by the TPR, the financial plan is linked with the TSP's transportation system improvements, which includes planned transportation projects and programs along with the general timing and rough cost estimates for each project.

In addition to the State requirements, the TSP financial plan is based on other elective principles. For example, it recognizes that agency partnerships are often required to fund transportation improvements. Coordination among the Portland Bureau of Transportation (PBOT), Metro, the Oregon Department of Transportation (ODOT), TriMet, the Port of Portland, and the Portland Development Commission (PDC) is essential to successfully implement the TSP.

The TSP financial plan also presents three financial scenarios that respond to a range of existing and potential new revenue sources and forecasts. The three scenarios provide a context for the cost and number of transportation improvements that may be implemented over the 20-year timeframe of the TSP.

Another principle guiding the financial plan is the importance of maintenance and system operations needs as well as capital improvement planning. Stewardship is one of the TSP's themes. Stewardship means proactive management of Portland's transportation system through the efficient use of resources, non-capital solutions to transportation needs, and innovative approaches to infrastructure management.

The City's current transportation investment is approximately \$10 billion of assets (based on replacement costs), including streets, sidewalks, bridges, traffic signals, and streetlights. Most of the State TSP requirements focus on issues of urban growth and system expansion. It is also important, however, to recognize that expanding the transportation system presents long-term maintenance and operations costs for local governments.

ADDITIONAL THEMES FOR THIS TSP UPDATE

- A more financially realistic plan that better guides PBOT's short-term and long-term investments.

- More clearly link revenue sources (including their restrictions for use) to the eligible Major Projects and Citywide Programs. An example of this would be determining what external funding is available for specific types of investments such as streetcar or freight and ensuring that the City's General Transportation Revenue is prioritized for projects and programs without dedicated funding sources.
- Creation of a five year "project development pipeline" of small and large projects aligned with federal, state, regional, and City funding priorities.
- A clearer financial plan means more meaningful public involvement from all sectors and communities.

ROLE OF REGIONAL TRANSPORTATION PLAN (RTP)

To set the context for the TSP financial plan, it is useful to review the role of the regional planning agency (Metro) in distributing federal and State transportation funds. As a condition for receiving federal capital and operating assistance, the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) jointly require each urbanized area to have a transportation planning process that results in a regional transportation plan consistent with the area's planned development. Metro is designated by the Governor as the metropolitan planning organization (MPO) to carry out the federal transportation and related air quality planning requirements, in cooperation with ODOT and TriMet.

Metro Authority for Transportation Planning

Metro has legislative authority for urban transportation planning from three primary sources: Title 23 (Highways) and Title 49 (Transportation) Code of Federal Regulations; Oregon Revised Statutes – Chapter 268; and Metro Charter. In accordance with these requirements, Metro has adopted a long-term Regional Transportation Plan (RTP). The RTP guides and coordinates the combined efforts of jurisdictions and agencies responsible for the region's roadway and transit facilities. Financing for transportation facilities and services is complex, comprising a number of single-purpose sources of local funds, dedicated State and local roadway and transit taxes, and a number of federal roadway and transit funding programs.

RTP Framework

Pursuant to federal planning regulations, metropolitan long-range plans such as Metro's RTP must include a financial plan that demonstrates the consistency of proposed transportation investments with available and projected sources of revenue. The financial plan compares the estimated revenue from existing and proposed funding sources that can reasonably be expected to be available for transportation uses and the estimated costs of constructing, maintaining, and operating the total transportation system (existing plus planned) over the 20-year period of the plan.

The RTP ensures geographic consistency within the regional transportation system; multimodal coordination in efficient and cost-effective combinations of transportation investments; land use interrelationships among cities and counties within the transportation system; and cost-effective financing to address the growing travel demand in the region. The RTP establishes a unified policy direction for the federally funded transportation system and recommends a balanced program of highway, transit, and demand management programs to implement that policy direction.

Financially Constrained System

The financially constrained system represents the most critical transportation investments for the plan period and is the RTP's federally recognized system of planned transportation improvements and financial plan assumptions. This system is limited to projects and programs that can be funded by current sources of revenue and new sources of revenue that can be reasonably expected to be available during the 20-year period. The revenue sources may include assumptions about current and future federal and State funds as well as locally generated revenues that support projects identified in the regional system.

The financially constrained system is the basis for various federal requirements and regulations. It is used to evaluate compliance with air quality standards established by the Clean Air Act Amendments of 1990. Metropolitan areas that do not meet air quality standards may face sanctions, including potential loss of federal highway and transit funds and limits on industrial expansion. The Metro RTP has been demonstrated to conform to the Clean Air Act.

Projects must be identified in the RTP's financially constrained system to be eligible for federal funding. For projects to access the federal funding, projects must be identified in the Metropolitan Transportation Improvement Program (MTIP, discussed below under Federal Funding sources).

"State" RTP Investment strategy

The "State" RTP Investment strategy represents additional investments that would be considered for funding if new or expanded revenue sources are secured. This strategy is the basis for findings of consistency with state requirements for transportation system plans (The RTP is the Portland Metro region's TSP). The fundamental state requirement for the RTP is to develop a plan that is adequate to serve planned land uses. In addition, the region (through the RTP) and local governments (in local TSPs) must have a financing strategy that supports implementation of the plans.

In 2009, the Joint Policy Advisory Committee on Transportation (JPACT) held policy discussions that focused on what level of investments should be assumed for the "State" Investment strategy and what potential increases in state and local revenue might be reasonable to pursue for this more aspirational level of investment. JPACT recommended revenue assumptions that became the basis for the "State" RTP investment strategy.

TSP FINANCIAL PLAN FRAMEWORK

The TSP financial plan framework provides the working assumptions for the various revenue sources and presents and evaluates the alternative TSP financial scenarios.

TSP Revenue Assumptions

The TSP financial plan is based upon revenue capacity assumptions for local, regional, state, and federal sources. Additional descriptions of revenue sources is included in the scenario summaries and description of revenue assumptions.

In developing the financial assumptions for the TSP, the base year funding amounts are usually adjusted by the spending average of the past three to five years for each revenue source; this normalizes for annual variations. The methodologies used for the TSP financial plan are very generalized, which is appropriate for long-term and policy -level planning. Actual implementation and funding of TSP projects will occur through the City's Capital Improvements Program, which is more specific in terms of revenue availability and allocations.

TSP's Major Projects and Citywide Programs costs are based on current year dollar values and not adjusted for inflation.

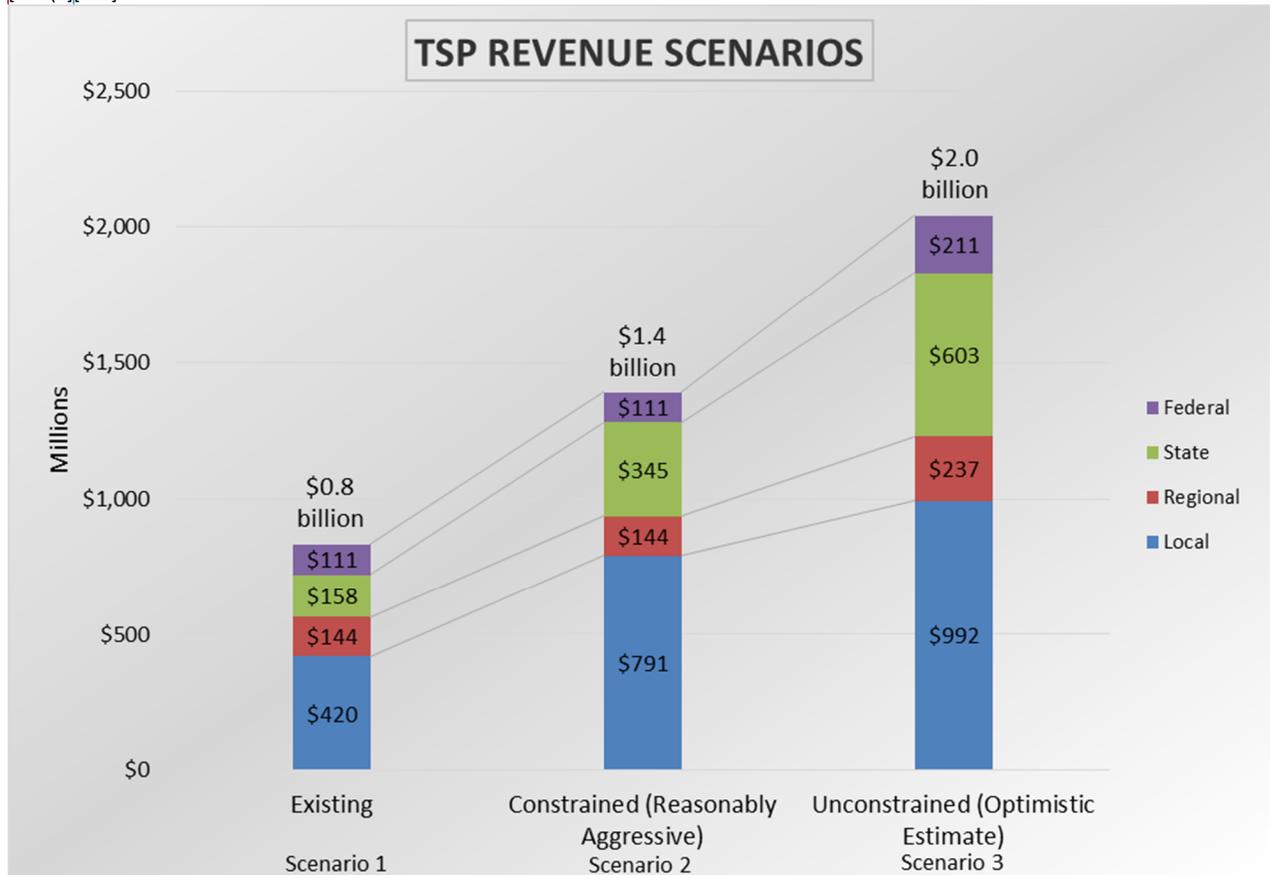
TSP Financial Scenarios

The following three financial scenarios have been developed for the TSP financial plan: Scenario A: "Existing Revenue"; Scenario B: "Constrained (reasonable) Revenue"; Scenario C: "Unconstrained (optimistic) Revenue".

The scenarios provide a range of choices for investment in the City's transportation system, both in terms of the scale of funding assumed to be available from the various revenue sources and the emphasis applied to the different project or activity categories. (The funding capacities of current and potential new revenue sources were discussed previously in this chapter.)

The TSP Constrained scenario is in many ways providing the same function as the RTP's financially constrained system. The *financially constrained system* is the RTP's federally recognized system of planned transportation improvements and financial plan assumptions. It is the system used to determine regulatory compliance with various federal requirements, such as air quality.

Only those revenues that are "reasonably expected" to be available may be assumed in the TSP Constrained scenario.



Discretionary revenues and *dedicated revenues* are the two basic types of revenue source divisions in the TSP. Discretionary revenues typically may be expended on any type of project or transportation service. Dedicated revenues are limited to a specific project purpose, category, location, or established set of projects. For example, Port funds are used only for projects on or accessing Port properties and facilities. (The previous discussion of revenue sources addressed these limitations more fully.) Some exceptions that apply are discussed under the specific assumptions for each financial scenario.

Programmed and unprogrammed are two ways of describing TSP revenues. Revenue that is dedicated to a specific project in a budget document is considered programmed. Revenues that have are not yet committed to a specific project are defined as unprogrammed revenues.

FINANCIAL SCENARIOS

Scenario A: Existing Revenue - \$833 million

Funding Assumptions

This scenario uses the funding levels assumed for the RTP's financially constrained system plus existing levels of funding for existing State and local sources. The following table provides the specific funding amounts from each revenue source.

CONSTRAINED EXISTING 20 YEAR FORECAST REVENUES (\$M)		
Jurisdiction	Revenue Source	Total
Local	General Transportation Revenue - State Highway Trust Fund Existing	\$30.9
	General Transportation Revenue - Parking Existing	\$20.3
	General Fund Onetime	\$12.9
	Private Development	\$75.6
	Institutional Zone Development	\$10.0
	Local Improvement District - Commercial & Residential	\$31.0
	Local Improvement District - Industrial	\$3.0
	System Development Charge	\$193.4
	Urban Renewal	\$37.3
	Portland Public Schools Bonds	\$5.0
Local Total		\$419.5
Regional	Regional Flex Funds	\$116.4
	Port of Portland Funds	\$28.0
Regional Total		\$144.4
State	State Enhance Funds	\$37.7
	Local Improvement District + State/Regional Funds	\$40.0
	Highway Safety Improvement Program	\$80.0
State Total		\$157.7
Federal	Federal Discretionary Funds	\$64.2
	Federal Transit Funds	\$40.0
	Highway Bridge Program	\$7.0
Federal Total		\$111.2
Grand Total		\$832.8

It is important to note that Scenario A: Existing Revenue assumes revenues keep pace with inflation (and project costs are held constant), and sources that have termination dates (such as Urban Renewal Areas and System Development Charges) are assumed to be reissued to extend over the life of the 20-year plan.

Scenario A produces approximately \$833 million over 20 years.

- Assumes revenue continues from 18 existing sources.
- The City is forecasted to have only \$51.2 million in discretionary funds, known as “general transportation revenue” over the next twenty years, without new funding.
- The City of Portland’s share of the state gas tax available for TSP projects is very limited due to decreasing value of state gas tax.
- 50% of existing revenue forecast is from Local Funding Sources, the remaining 50% comes from State and Federal sources.
- Regional, State, and Federal funding sources are projected to continue at current levels.

Funding Restrictions

- About 38% of the available revenue under this scenario is tied to development and may be required to be spent in specific geographies
- Beyond the challenges of relying on development for TSP investments, a reliance on competitive grants reduces flexibility.
- Without funding beyond existing funding sources, the Bureau will continue to struggle to find flexible matching dollars to leverage external resources.

Analysis Summary

This scenario does not meet current and future needs of the transportation system:

- Existing revenues are insufficient to meet the current and future needs of the system. The 20 year Existing Revenue forecast provides inadequate funding to cover community priorities identified in TSP Major Projects and Citywide programs: 39% of identified TSP Major Projects and Citywide Program costs are covered by Scenario A: Existing Revenue.
- It does not address the issue of declining revenues for maintenance and operations needs or local community priorities reflected in the reference list categories.

Scenario B: New Local Revenue - \$1.4 billion

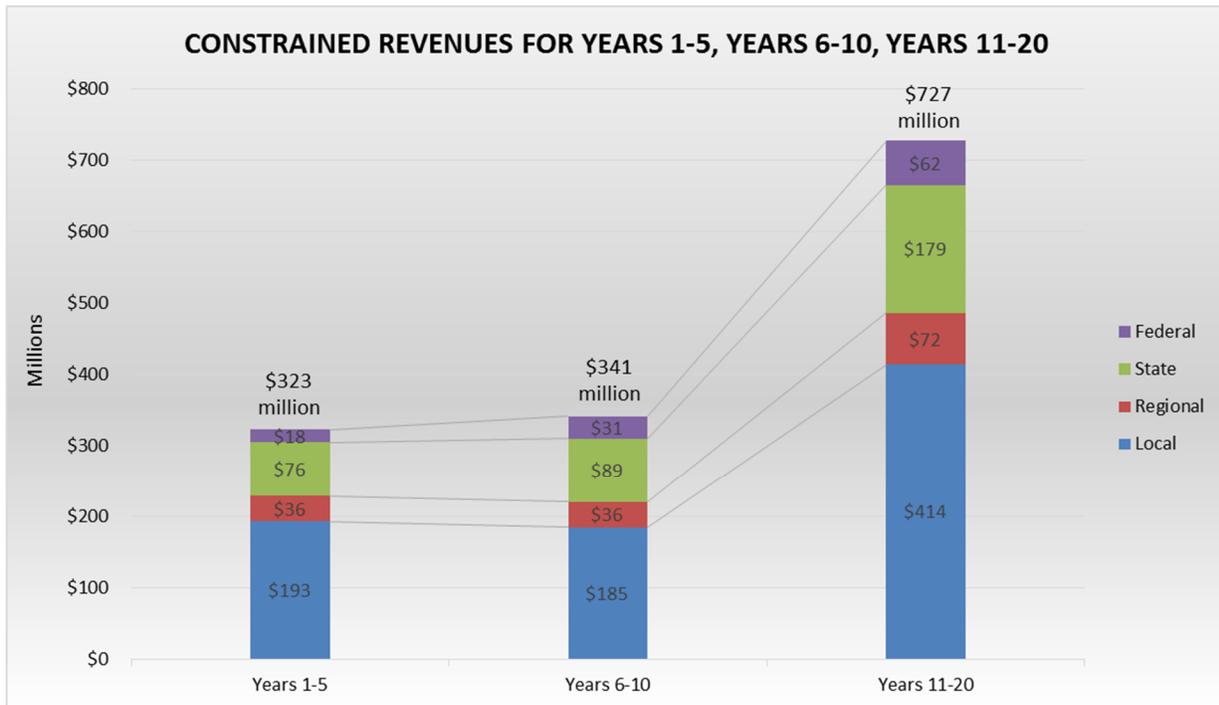
Funding Assumptions

This scenario uses all of the existing funding sources and available resources from Scenario A: Existing Revenue. In addition, it includes revenue from ten new sources.

CONSTRAINED EXISTING 20 YEAR FORECAST REVENUES (\$M)		
Jurisdiction	Revenue Source	Total
Local	General Transportation Revenue - State Highway Trust Fund Existing	\$30.9
	General Transportation Revenue - Parking Existing	\$20.3
	General Fund Onetime	\$12.9
	Private Development	\$75.6
	Institutional Zone Development	\$10.0
	Local Improvement District - Commercial & Residential	\$31.0
	Local Improvement District - Industrial	\$3.0
	System Development Charge	\$193.4
	Urban Renewal	\$37.3
	Portland Public Schools Bonds	\$5.0
Local Total		\$419.5
Regional	Regional Flex Funds	\$116.4
	Port of Portland Funds	\$28.0
Regional Total		\$144.4
State	State Enhance Funds	\$37.7
	Local Improvement District + State/Regional Funds	\$40.0
	Highway Safety Improvement Program	\$80.0
State Total		\$157.7
Federal	Federal Discretionary Funds	\$64.2
	Federal Transit Funds	\$40.0
	Highway Bridge Program	\$7.0
Federal Total		\$111.2
Grand Total		\$832.8

CONSTRAINED NEW 20 YEAR FORECAST REVENUES (\$M)		
Jurisdiction	Revenue Source	Total
Local	Portland Street Fund - Safety	\$270.2
	New Parking Policy	\$20.0
	Value Capture	\$20.0
	Bureau of Environmental Services	\$20.0
	Portland Area Schools Bonds	\$5.0
	Parks	\$20.0
	Portland Street Fund - Bridges	\$16.5
	Local Total	
State	New State Revenues - \$15 VRF Increase Every 8 Years	\$87.0
	Orphan Highways	\$100.0
State Total		\$187.0
Grand Total		\$558.7

- This “reasonably aggressive” forecast includes \$1.4 billion in revenue over 20 years – \$833 million from existing revenues and \$559 million in new revenue.
- 67% of new funding is anticipated from local revenue mechanisms (Portland Street Fund – Safety and Bridges, New Parking Policy, Value Capture, Parks, and Bureau of Environmental Services).
- 33% of new funding is based on projected increase in the state vehicle registration fee.



Funding Restrictions

In order to provide additional financial guidance on restrictions on the use of specific funding sources, this update of the TSP summarizes revenues for Scenario B by revenue restriction category. The following is a summary of these five funding restriction categories and forecasted revenue.

REVENUES BY RESTRICTION		
Category	Total	%
Local Control	\$464.9	33%
Location Specific/ Development	\$354.8	25%
Multimodal Grants	\$366.7	26%
Freight	\$125.1	9%
Enhanced Transit	\$80.0	6%
Grand Total	\$1,391.5	100%

Local Control – \$465 million Constrained (34% of \$1.4B)

- \$51 million from existing funding
- \$414 million from new funding sources

This category includes revenue sources that are generated locally and, in most cases, Portland's City Council sets the priorities for how these revenues are spent. Examples of existing revenues considered to be under Local Control include: Portland share of existing State Highway Trust Fund (Vehicle Registration Fee, weight mile tax and fuel taxes), and existing parking revenues. The following are the anticipated new revenue sources that would be derived through local funding mechanisms:

- \$270 million – Portland Street Fund / Our Streets – Safety
- \$17 million – Portland Street Fund / Our Streets - Bridges
- \$20 million – New Parking Policy
- \$20 million – Bureau of Environmental Services
- \$87 million – Portland's share of \$15 Vehicle Registration Fee (VRF) increase every 8-years

Development Related / Location Specific – \$355 million Constrained (25% of \$1.4B)

- \$315 million from existing funding sources
- \$40 million from new funding sources

This category includes revenue sources that are generated by development and where the revenues are generally dedicated to a specific project or location. Examples of existing revenues considered to be Development Related / Location Specific include TSP projects built as part of a private development, Local Improvement Districts (LID), Urban Renewal, and projects built with funds from System Development Charges (SDC). The following are the new revenue sources included in this category:

- \$20 million – Value Capture from new source(s) that captures from adjacent properties a portion of the ongoing increase in property value attributable to specific public infrastructure investments
- \$20 million – Parks SDC revenues for Trails projects

Multimodal Grants -- \$367 million Constrained (26% of \$1.4B)

- \$262 million from existing funding sources
- \$105 million from new funding sources

This category includes revenue sources that are generated by grants that can be used on many different transportation modes. These grant streams are more flexible than the grants identified in the Freight Grants and Streetcar Grant categories. Examples of existing revenues considered to be Multi-Modal Grants include Regional Flexible Funds, State Enhance Funds, and Highway Safety Improvement Program (HSIP). The following are the new revenue sources included in this category:

- \$100 million – State Orphan Highways Program
- \$5 million – Portland Area School Bonds

Freight -- \$125 million Constrained (9% of \$1.4B)

- \$125 million from existing revenue sources

Examples of existing revenues considered to be potential freight revenues include Regional Flexible Funds dedicated to freight projects, Port of Portland contributions to City-led freight projects, a share of SDC and State Enhance (STIP) funds, Federal discretionary funds, and City grant match funds. This

revenue does not include substantial revenue for freight projects led by the Port of Portland, ODOT and other agencies.

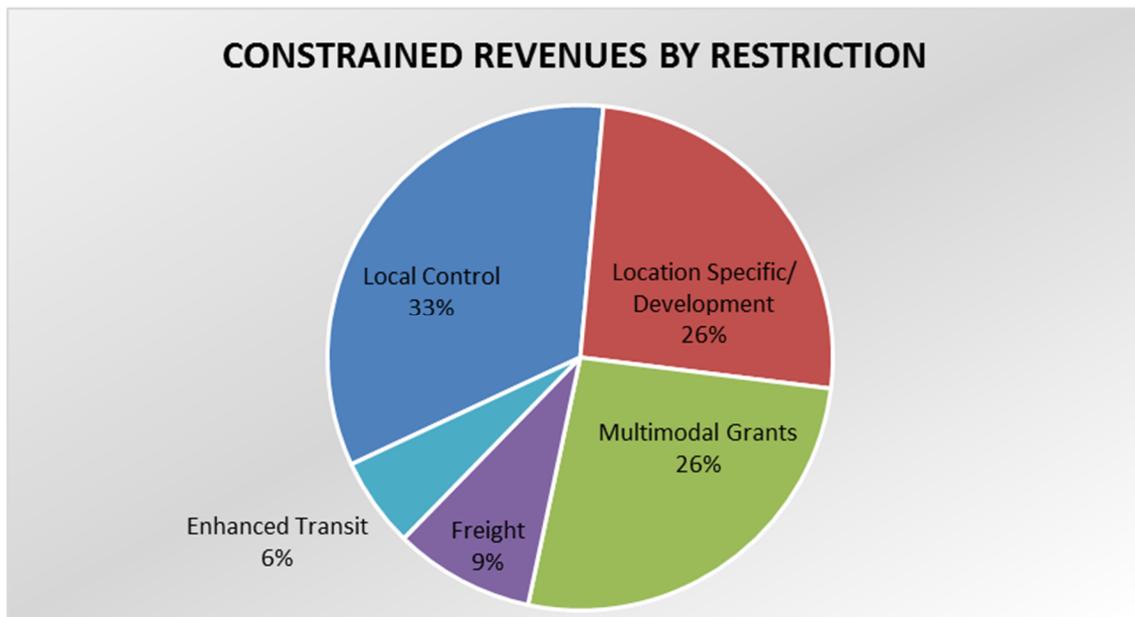
Enhanced Transit – \$80 million Constrained (6% of \$1.4B)

- \$80 million from existing funding sources

This category includes revenue sources that are consistent with projects funded by federal small starts and very small starts grants. Examples of existing revenues considered to be streetcar revenues include Federal Transit Funds through the FTA Small Starts Program. Our assumptions for this category:

- 50% of funding for new enhanced transit projects will come from the Federal Transit Administration (FTA);
- The other 50% of match will come from state and regional grants, SDCs, Value Capture, PDC, and LIDs.

If a project is streetcar, operating costs would be split between TriMet and Portland based on the Streetcar Master Agreement between agencies. Since streetcar projects can lead to increases in adjacent property values and City General Fund revenue, the Bureau proposes in the future to fund the City’s share of streetcar operating costs from General Fund resources.



Analysis Summary

This scenario builds upon Scenario A and meets additional needs. It improves service levels to address community transportation priorities that have been reduced in scale or eliminated by current budget shortfalls. It makes substantial gains toward addressing currently unmet needs to improve local streets to City standards citywide. The new local revenue sources and GTR stabilization provide more funding flexibility to respond to needed programmatic adjustments over time.

- The 20 year constrained revenue forecast covers only 71% of identified TSP Major Projects and Citywide Program projected costs.

Additional Funding Forecasted for Operations and Maintenance: Consistent with the approach taken in the Regional Transportation Plan, Portland is assuming that the state gas tax will be increased by one cent per year over the next 20 years and this additional revenue will be dedicated to operations and maintenance to offset inflation and reduce the maintenance unmet need. In addition, we are assuming that a significant portion of local revenues, including at least half of Portland Street Fund revenue, would be allocated to operations and maintenance. These revenues are not included in the TSP Constrained revenue scenario.

Scenario C: Plan Level Funding - \$2.0 billion

Funding Assumptions

This scenario includes all the funding levels and sources from Scenario B, plus it increases certain local revenues by approximately 25%. This scenario produces approximately \$2.0 billion.

- Includes existing revenues from Scenario A and new forecasted revenue from Scenario B. This scenario adds three more new revenue sources plus an approximate 25% increase in many revenue sources.
- Includes new funding from regional vehicle registration fee and new federal Vision Zero Grant program.

Funding Restrictions

Scenario C funds all the capital improvement projects identified under Scenario B plus additional major projects on both the regional and local systems serving Portland. It also provides additional funding for maintenance needs and for local livability improvements. It also more closely matches regional revenue with regional projects and local revenue with local projects.

Analysis Summary

This scenario substantially increases the number and size of capital improvements compared with the other scenarios. Like Scenario B, Scenario C makes sizeable gains toward addressing current unmet needs for preservation and rehabilitation projects. It returns community transportation priorities to adequate service levels and allows for potential enhancements in system management activities. It also makes substantial gains toward addressing currently unmet needs to improve local streets to City standards citywide.

The new revenue sources and GTR replenishment provide local funding flexibility, make available a pool of discretionary funds to meet various policy objectives and performance measures, and can respond to needed programmatic adjustments over time. Scenario C funds all of the City's 2014 RTP projects, thus alleviating potential issues concerning TSP compliance with the RTP.

- This scenario covers 100% of TSP Major Project and Citywide Program projected costs that are identified.

REVENUE ASSUMPTIONS

The following section provides more details on the revenue mechanisms included in the three scenarios. For each revenue source, we provide a summary of the source and an explanation for the forecasted revenue.

TSP 20 YEAR FORECAST REVENUES BY SCENARIO (\$M)				
Jurisdiction	Revenue Source	Existing	Constrained (Reasonably Aggressive)	Unconstrained (Optimistic Estimate)
Local	General Transportation Revenue - State Highway Trust Fund Existing	\$30.9	\$30.9	\$34.0
	General Transportation Revenue - Parking Existing	\$20.3	\$20.3	\$22.4
	General Fund Onetime	\$12.9	\$12.9	\$15.5
	Private Development	\$75.6	\$75.6	\$94.5
	Institutional Zone Development	\$10.0	\$10.0	\$12.5
	Local Improvement District - Commercial & Residential	\$31.0	\$31.0	\$50.8
	Local Improvement District - Industrial	\$3.0	\$3.0	\$5.2
	System Development Charge	\$193.4	\$193.4	\$241.8
	Urban Renewal	\$37.3	\$37.3	\$44.7
	Bureau of Environmental Services	\$0.0	\$20.0	\$25.0
	New Parking Policy	\$0.0	\$20.0	\$25.0
	Parks	\$0.0	\$20.0	\$25.0
	Portland Area Schools Bonds	\$0.0	\$5.0	\$6.3
	Portland Street Fund - Bridges	\$0.0	\$16.5	\$20.6
	Portland Street Fund - Safety	\$0.0	\$270.2	\$337.8
	Value Capture	\$0.0	\$20.0	\$25.0
	Portland Public Schools Bonds	\$5.0	\$5.0	\$6.3
Local Total		\$419.5	\$791.2	\$992.3
Regional	Regional Flex Funds	\$116.4	\$116.4	\$145.5
	Port of Portland Funds	\$28.0	\$28.0	\$35.0
	New Regional Revenues - VRF Increase of \$1/Year	\$0.0	\$0.0	\$56.1
Regional Total		\$144.4	\$144.4	\$236.6
State	State Enhance Funds	\$37.7	\$37.7	\$56.5
	Local Improvement District + State/Regional Funds	\$40.0	\$40.0	\$70.0
	New State Revenues - \$15 VRF Increase Every 8 Years	\$0.0	\$87.0	\$87.0
	New State Revenues - Additional VRF Increase of \$2/Year	\$0.0	\$0.0	\$164.2
	Orphan Highways	\$0.0	\$100.0	\$125.0
	Highway Safety Improvement Program	\$80.0	\$80.0	\$100.0
State Total		\$157.7	\$344.7	\$602.7
Federal	Federal Discretionary Funds	\$64.2	\$64.2	\$80.3
	Federal Transit Funds	\$40.0	\$40.0	\$80.0
	Highway Bridge Program	\$7.0	\$7.0	\$8.8
	New Federal Revenues - Vision Zero	\$0.0	\$0.0	\$42.0
Federal Total		\$111.2	\$111.2	\$211.0
Grand Total		\$832.8	\$1,391.5	\$2,042.7

Existing Local Revenue Category:

- 1. General Transportation Revenue – State Highway Fund Existing:** State Highway Fund (comprised of motor fuels tax, vehicle titling and registration fees, and weight-mile tax imposed on trucks) is the primary source of General Transportation Revenue (GTR). GTR is a flexible funding source

that may be applied to a wide range of capital improvement projects, maintenance activities, and operating expenses.

Nearly all other local funding sources have some sort of dedicated restrictions for their expenditures and are typically limited by project purpose, scale, timing, or location. Its flexibility makes GTR the most useful funding source for implementing TSP policy goals.

State Highway Trust Fund monies are constitutionally restricted for use on "construction of roads, streets, and roadside rest areas."

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	General Transportation Revenue - State Highway Trust Fund Existing	\$30.9	\$30.9	\$34.0

Current level of GTR funding for TSP projects is projected at \$2.5 million per year in PBOT’s 5-Year Financial Forecast totaling \$30.9 million in the Existing scenario. The Constrained forecast is unchanged from Existing at \$30.9 million. The Unconstrained scenario assumes incrementally more revenues totaling \$34.0 million.

- 2. General Transportation Revenue – Parking:** The second source of General Transportation Revenue is from the on-street parking meter system and the Smart Park garages. Revenues from parking are comprised of parking fees and citations. Unlike the State Highway Trust Fund revenue, parking revenue is not constitutionally restricted and can be used on all modes of transportation.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	General Transportation Revenue - Parking Existing	\$20.3	\$20.3	\$22.4

Current level of existing Parking revenues for the 20-Year TSP is projected at \$20.3 million in both the Existing and Constrained scenarios. Similar to the State Highway Trust Fund, the Parking revenues assumption is derived from PBOT’s 5-Year Financial Forecast of approximately \$1.0 million per year allocated to Capital Improvement Projects (CIP). The Unconstrained scenario assumes a 10% increase in revenues and is projected at \$22.4 million.

3. **City General Fund – Onetime Allocations:** Over the past few years, City Council has allocated a relatively small amount of one-time General Fund revenue to PBOT for TSP projects and programs.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	General Fund Onetime	\$12.9	\$12.9	\$15.5

Historically, PBOT has been receiving General Fund Onetime allocations at different levels depending on the request. The previous 5-year average of Onetime General Fund allocations to PBOT is slightly over \$0.6 million per year. The Existing and Constrained scenarios reflect the historical trend. The Unconstrained scenario is increased by 25% which assumes growth in General Fund revenues above what is reflected in the City’s latest forecast.

4. **Private Development:** The permitting process for private developments often results in code-required transportation improvements. This is in addition to permit fees that are set to cover the cost of plan review. This revenue source attempts to identify the revenue that will cover TSP project costs.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Private Development	\$75.6	\$75.6	\$94.5

Historically, the City identifies about \$10 million per year in transportation improvements tied to the development process. Development review staff estimate that about 35% of these required improvements cover TSP Major Projects or Citywide programs. As a result, we estimate \$75.6 million in the Constrained scenario and \$94.5 to reflect additional revenue in the Unconstrained scenario.

5. **Institutional Zone Development:** Hospitals, universities, and other large institutions invest in transportation infrastructure improvements through their conditional use permits and/or Master Plans. The new Comprehensive Plan proposes to implement institutional zones which will remove the Conditional Use status for these institutions. We anticipate institutions will continue to invest in transportation improvements as a part of the new Institutional Zone Development process. This

process may take the form of specific development agreements between the City and the institution, or some other codified requirement for ongoing transportation coordination with the City.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Institutional Zone Development	\$10.0	\$10.0	\$12.5

Staff estimate \$10 million in the Constrained scenario and \$12.5 in the Unconstrained scenario. [This number will likely be refined through the Institutional Zoning implementation process.]

- 6. Local Improvement Districts (LID) Commercial / Residential:** A Local Improvement District (LID) is a method by which a group of property owners can share in the cost of infrastructure improvements, most commonly for transportation, stormwater, and transit projects. LID participants are eligible to finance the completed improvements for periods of up to 20 years. Interest rates offered by the City through tax-exempt bonds are typically lower than conventional alternatives.

State law and City code govern the formation of LIDs, the assessment methodology, and other factors. LIDs are usually funded by the participants but may also be combined with other project funding sources to leverage available resources. LIDs can be formed only for capital improvements—not for maintenance. The City accepts maintenance responsibility for streets after they are improved to current City standards.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Local Improvement District - Commercial & Residential	\$31.0	\$31.0	\$50.8

The assumption for LID funding is \$31.0 million for both the Existing and Constrained scenarios. The funding is largely from the property owners though, in some instances, did include other funding sources. This represents approximately 58% of historical LID projects which required additional funding sources such as PDC tax increment funding and Community Development Block grants which have since dried up. The Unconstrained figure of \$50.8 million reflects historical LID funding and assumes that additional funding sources similar to tax increment funding or grants will evolve to support LID projects.

- 7. Local Improvement Districts (LID) Industrial:** A Local Improvement District (LID) is a method by which a group of property owners can share in the cost of infrastructure improvements, most

commonly for transportation and stormwater. LID participants are eligible to finance the completed improvements for periods of up to 20 years. Interest rates offered by the City through tax-exempt bonds are typically lower than conventional alternatives.

State law and City code govern the formation of LIDs, the assessment methodology, and other factors. LIDs are usually funded by the participants but may also be combined with other project funding sources to leverage available resources. LIDs can be formed only for capital improvements—not for maintenance. The City accepts maintenance responsibility for streets after they are improved to current City standards.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Local Improvement District - Industrial	\$3.0	\$3.0	\$5.2

The Industrial LID revenue assumption is about \$3.0 million for the Existing and Constrained scenarios. The Unconstrained revenue is increased by about 75% to \$5.2 million as it assumes further LID development in industrial areas.

- 8. System Development Charges:** The City adopted a system development charge (SDC) in 1997 as a financing mechanism to help compensate for the traffic impacts created by urban growth. Funds are generated through a one-time fee assessed on new development.

SDC funding can be used on capital improvement projects that increase transportation system capacity as necessary to serve new development. The SDC cannot be used to address existing system deficiencies or operating and maintenance activities.

The City updates the Eligible SDC project list every 10 years with the next update anticipated for 2017. The City has also twice created SDC "overlay districts" to fund specific additional transportation infrastructure projects in areas projected to experience a high level of growth and with particular transportation deficiencies. These SDC Overlay districts have created additional revenue for these areas.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	System Development Charge	\$193.4	\$193.4	\$241.8

The SDC revenue projection is based on the most recent SDC Renewal project list through 2017 and then extended to 2035 using a historical growth rate. This projects to \$193.4 million in both the Existing and Constrained scenarios. The Unconstrained scenario at \$241.8 million is based on a 25% growth increase in SDC revenues based on increased rate of development and/or the future

creation of new SDC overlay districts focused on specific subareas experiencing a high level of growth.

9. **Urban Renewal:** Portland voters created the Portland Development Commission (PDC) as an urban renewal agency in 1958. PDC’s purpose is to deliver projects and programs in selected areas of the City to achieve housing, economic development, and redevelopment goals. Each designated urban renewal district has a plan that defines projects or programs needed to help the district achieve its long-term land use goals. Many urban renewal districts are located within key 2040 Growth Concept areas, such as the Central City, regional centers, town centers, main streets, and industrial areas.

A tax increment financing mechanism is used to create urban renewal funds. Basically, the growth in property tax revenues generated within an urban renewal district is used to secure bonds to finance projects and programs within that district. Each urban renewal plan area includes many transportation projects and programs, which have been incorporated into the TSP’s list of transportation system improvements. Funds generated within each district must be spent within that district and are not available to finance TSP projects outside the district.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Urban Renewal	\$37.3	\$37.3	\$44.7

Urban Renewal projections are based off PDC’s 2015-2025 modeling for the first 10 years and the last 10 years reflect assumptions around creating three new urban renewal districts with the estimated revenues for transportation projects at 15% of total tax increment funding. This totals \$37.3 million for the Existing and Constrained scenarios. The Unconstrained scenario assumes a 20% increase of the Constrained revenues.

10. **School Partnerships (PPS):** Portland voters recently approved a school bond measure that included funding for traffic safety improvements at PPS schools. The process developed in partnership between PPS and the City ensures that development fees are prioritized for safety improvements near the “neediest” schools.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Portland Public Schools Bonds	\$5.0	\$5.0	\$6.3

The Portland Public Schools bond measure contributes \$5.0 million over the first 5 years of the TSP financial plan and is reflected in the Existing and Constrained scenarios. The Unconstrained scenario adds another \$1.3 million assuming additional funding will become available above and beyond the initial \$5.0 million bond measure.

Existing Regional Revenue Category

- 11. Regional Flex Funds:** Metro’s Regional Flexible Funds Program redirects funding from the Federal Highway Administration’s Surface Transportation, Congestion Mitigation and Air Quality, and Transportation Alternatives Programs for non-highway transportation projects, focusing mostly on transit, bicycle, pedestrian, and TDM projects. In addition, funds are available for planning, research, and project development that supports those projects. Funding made available is restricted for use on the approved project but may also be used for related programs and services

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Regional	Regional Flex Funds	\$116.4	\$116.4	\$145.5

This forecast is consistent with the Metro RTP forecast, prorated to the first 20 years of the Metro 27-year projection in both the Existing and Constrained scenarios. The Unconstrained scenario assumes a 25% increase to \$145.5 million.

- 12. Port of Portland Funds:** The Port of Portland is a transportation agency within the City of Portland that is responsible for providing cost-competitive freight and passenger access to regional, national, and international markets.

The Port produces a Port Transportation Improvement Program (PTIP) that identifies a list of transportation system investments that provide access to existing and expanding Port facilities and property developments. Projects and information contained in the PTIP is coordinated with Metro’s MTIP, and relevant projects are incorporated into the TSP’s list of transportation system improvements.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Portland Street Fund - Bridges	\$28.0	\$28.0	\$35.0

The Existing and Constrained forecast of \$28.0 million is an estimate of the Port of Portland's contribution and is largely based on the Port of Portland's historical spending over the past 12 years. The annual historical average is about \$1.4 million per year and is projected over 20 years for the TSP. The Unconstrained scenario is \$35 million which assumes a 25% increase over the Constrained forecast, consistent with the 25% increase we projected for many of the other Unconstrained revenue sources.

Existing State Revenue Category

13. State Enhance Funds: Enhance Funds are part of the Statewide Transportation Improvement Program (STIP). Projects are allocated funds through a competitive grant application, and awards are determined by the Oregon Transportation Commission. Those approved for Enhance Funding are projects that help meet or advance the goals and objectives of the Oregon Transportation Plan (OTP) and typically enhance, expand, or improve the transportation system.

A wide diversity of projects are eligible for Enhance funding, including, but not limited to: highways, bicycle and pedestrian facilities, roadway modernizations, right-of-way purchases, public transportation, Safe Routes to Schools, scenic byways, transportation alternatives, and transportation demand management. Public transportation capital projects are also eligible for Enhance funds. Funds are limited to the specific project that was approved.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
State	State Enhanced Funds	\$37.7	\$37.7	\$56.5

The TSP State Enhance Funds follow the Metro assumptions prorated at \$37.7 million for 20 years in the Existing and Constrained scenarios. The Unconstrained scenario at \$56.5 million is a 50% increase against the Constrained scenario.

14. State/Regional/LID (Enhanced Transit Specific): This revenue source is intended to identify the revenues that will be needed to pay the match on the streetcar expenditures identified in the TSP constrained list. It assumes that 50% of project revenue will come from a federal transit grant and that the 50% of local revenue will be from a local improvement district, a state allocation, or regional revenue.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
State	Local Improvement District + State/Regional Funds	\$40.0	\$40.0	\$70.0

The TSP Constrained scenario assumes \$40 million from the federal Small Starts program. It is our assumption that a 50% match will be necessary. Portland has traditionally been able to find match from LIDs, SDC's and/or state/regional sources. As a result, we have included \$40 million of State/Regional/LID/SDC/Value Capture in the Constrained and \$70 million in the Unconstrained scenario.

15. Highway Safety Improvement Program: The Moving Ahead for Progress in the 21st Century Act (MAP-21) went into effect on October 1, 2012. It continued the Highway Safety Improvement Program (HSIP) as a core Federal aid program. The goal of the program is to achieve a significant reduction in traffic fatalities and serious injuries on all public roads, including non-State-owned public roads and roads on tribal lands. The HSIP requires a data-driven, strategic approach to improving highway safety on all public roads that focuses on performance.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
State	Highway Safety Improvement Program	\$80.0	\$80.0	\$100.0

The HSIP Existing and Constrained scenarios assume \$80.0 million at \$4.0 million annually. The Unconstrained scenario increases to \$5.0 million annually to generate \$100.0 million over the 20 year forecast.

Existing Federal Revenue Category

16. Federal Discretionary: Federal discretionary revenue identifies resources that are traditionally allocated to discretionary grants. The most recent federal discretionary program is for TIGER grants (Transportation Investment Generating Economic Recovery). These grants are available to invest in road, rail, transit, and port projects that promise to achieve critical national objectives. Projects that emphasize repair, economic competitiveness, livability, environmental sustainability, safety, and project readiness are given priority.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Federal	Federal Discretionary Funds	\$64.2	\$64.2	\$80.3

The Existing and Constrained scenarios forecast of \$64.2 million is a combination of historical TIGER grant funding to the City of Portland, plus Metro’s RTP projection of other Federal discretionary grants, prorated from 27 to 20 years. The Metro assumption is that City of Portland represents approximately 30% of total TIGER grants awarded to the region at \$2.3 million per year. To be consistent with Metro, this forecast uses \$2.3 million to generate \$46.0 million over the 20-year TSP forecast. The remaining \$18.2 million comes from other Federal grants. The Unconstrained scenario assumes a 25% increase over the Constrained scenario.

17. Federal Transit Funds: This funding source includes revenue from the FTA Small Starts program, which focuses on new capital investments with total budgets less than \$250 million and requested funding less than \$75 million. Funding from this source is limited to specific projects that have been approved and must be either a fixed guideway project (those that use rail and operate a separate right-of-way) or a bus rapid transit project. Portland has historically used these grants to help with the development of the Streetcar system.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Federal	Federal Transit Funds	\$40.0	\$40.0	\$80.0

The Existing and Constrained scenarios at \$40.0 million are based on past Portland history and a “reasonable” staff estimate of available resources in the increasingly competitive Small Starts Program. The Unconstrained scenario assumes \$80.0 million.

18. Highway Bridge Program: The Highway Bridge Program provides funding to enable States to improve the condition of their highway bridges through replacement, rehabilitation, and systematic preventive maintenance.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Federal	Highway Bridge Program	\$7.0	\$7.0	\$8.8

The Highway Bridge Program is based on Federal Grant funding and is projected at \$7.0 million over the TSP forecast for the Existing and Constrained scenarios. The Unconstrained forecast adds an incremental amount of funding to total \$8.8 million.

New Local Revenue Category

19. Portland Street Fund (Safety): In 2014, Mayor Charlie Hales and Commissioner Steve Novick began a community conversation to identify new discretionary revenue for PBOT. The intent of this new revenue was to charge both the non-residential and residential communities a fee based on use of the system. These new funds would be allocated to meeting unmet maintenance and safety needs. Consistent with the intent of the Portland Street Fund, Portland Street Fund (Safety) revenues are allocated to TSP projects and programs.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Portland Street Fund - Safety	\$0.0	\$270.2	\$337.8

The Portland Street Fund assumes 56% of revenues are allocated to Maintenance and 44% allocated to Safety. The \$270.2 million in the Constrained scenario represents the Safety portion of the revenues based on the modeling and distribution to Safety projects. Projected revenues are not expected to contribute until at least Year 2 of the TSP timeframe. The Unconstrained scenario assumes a 25% increase to \$337.8 million.

- 20. New Parking Policy:** Portland is continuing to develop ways of using smart parking practices to better manage the transportation system. For example, over the next 20 years we anticipate parking meter districts will continue to expand to improve access in high growth centers.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	New Parking Policy	\$0.0	\$20.0	\$25.0

In FY 2015-2016, the Bureau projects approximately \$40 million in revenue in on- and off-street parking revenue. The \$1 million annual assumption of additional revenue from New Parking Policy represents less than a 3% increase in existing parking revenues.

- 21. Value Capture:** Large public investments in transportation infrastructure can increase the value of adjacent private land, sometimes substantially. Capturing the value of this benefit through various tools is gaining interest as a finance mechanism for infrastructure investments. Major financing techniques associated with value capture include joint development of infrastructure and adjacent private parcels, rezoning and reselling, impact fees, special assessment districts, and tax increment financing.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Value Capture	\$0.0	\$20.0	\$25.0

Value Capture is another new revenue source that PBOT will need to define further. The Constrained scenario projects \$20.0 million over 20 years, and the Unconstrained scenario is at \$25.0 million.

22. Bureau of Environmental Services (BES): Many transportation improvements include significant costs resulting from the need to improve the stormwater system concurrent with transportation improvements. Recent partnerships between PBOT and BES indicate that there are significant opportunities to prioritize projects that will leverage BES funds in a way that improve the effectiveness of both PBOT and BES.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Bureau of Environmental Services	\$0.0	\$20.0	\$25.0

The assumption is that PBOT will continue to partner with BES in a more efficient manner on projects. The current projection is \$20.0 million in Constrained and \$25.0 million in the Unconstrained scenarios.

23. Portland Area Schools Bond: Following the success of the recent efforts on the PPS school improvement bonds to prioritize safety improvements near the “neediest” schools, this new revenue source assumes that we will have a similar effort at PPS or other school districts. Funding for safety improvements will focus on issues within the school building but can also be used for things such as sidewalk and crosswalk improvements.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Portland Area Schools	\$0.0	\$5.0	\$6.3

Portland Area School funding is a new revenue stream and is not reflected in the Existing scenario. The Constrained scenario assumes that this new revenue stream will begin in Year 6 of the TSP and will generate \$5.0 million in years 6-20. The Unconstrained scenario increments the Constrained scenario by 25% at \$6.3 million.

24. Parks: The Portland Parks Bureau dedicates a portion of revenue from the Park’s System Development Charge (SDC) to trail projects identified in the TSP. Historically, this revenue source is a primarily used to pay the local match on federal grants for regionally significant trail projects.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Parks	\$0.0	\$20.0	\$25.0

Parks SDC funding is a new TSP revenue stream and is not reflected in the Existing scenario. Based on a 10-year historical Parks SDC funding for trails projects, the average estimated funding for the TSP is \$1.0 million per year. Over a 20-year period, total revenues estimated to be \$20.0 million. The Unconstrained scenario increases the funding by an additional 25% to \$25.0 million.

Parks SDC contributions are estimated future contributions only, not obligated funds. Allocation of Parks SDC funds toward trail projects are at the discretion of the Parks Commissioner and Parks Director and have restrictions on how they are used. The amount of Parks SDC funds vary from year to year and fluctuate with growth and development cycles.

- 25. Portland Street Fund (Bridges):** In addition to providing funding for safety and paving maintenance projects, the Portland Street Fund proposal provided additional revenue to major bridge maintenance that often includes safety improvements. Criteria for bridge project selection include preventing structural failures, addressing poor physical condition, ensuring that weight restrictions do not limit freight or transit movement, and supporting safety for all modes.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Local	Portland Street Fund - Bridges	\$0.0	\$16.5	\$20.6

The Portland Street Fund assumes 56% of revenues are allocated to Maintenance and 44% allocated to Safety. The \$16.5 million in the Constrained scenario represents the Bridges portion of the revenues based on the modeling and distribution to major Maintenance projects for Bridges. Projected revenues are not expected to contribute until at least Year 2 of the TSP timeframe. The Unconstrained scenario assumes a 25% increase to \$20.6 million.

New Regional Revenue Category

- 26. Regional Vehicle Registration Fee – Increases by \$1 every year for 20-years:** during the last update of the Regional Transportation Plan, the Joint Policy Advisory Committee on Transportation (JPACT) recommended the creation of a new local/regional vehicle registration fee that would increase \$1 annually over the next 20 years. This recommendation was included in the adopted RTP.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Regional	New Regional Revenues - VRF Increase of \$1/Year	\$0.0	\$0.0	\$56.1

The assumptions for Regional revenues are based off the Multnomah County’s current \$19 annual Vehicle Registration Fee (VRF). Adding an incremental \$1 per year for 20 years generates \$56.1 million over the TSP forecast in the Unconstrained scenario.

New State Revenue Category

- 27. Increase in State Vehicle Registration Fee -- \$15 VRF increase every 8-years:** Similar to the local/regional vehicle registration fee, the last update of the Regional Transportation Plan assumed that there would be a \$15 increase in the current state VRF every eight years.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
State	New State Revenues - \$15 VRF Increase Every 8 Years	\$0.0	\$87.0	\$87.0

Based on Metro’s assumptions, a \$15 VRF increase every eight years would generate an estimated \$87.0 million in the Constrained scenario. The Unconstrained scenario remains the same at \$87.0 million.

- 28. State Orphan Highway grant program:** There is a growing awareness in Oregon that Orphan Highways are one of our biggest safety, livability, and economic challenges. “Orphan highways” are ODOT-owned facilities that function as local, as well as regional, streets. Examples of orphan highways in Portland include Powell, Barbur, and 82nd Avenue. This revenue stream assumes a new state grant program with revenue dedicated to improve conditions on orphan highways.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
State	Orphan Highways	\$0.0	\$100.0	\$125.0

The current Oregon Transportation Forum proposal identifies a future grant program supported by a one cent increase in the state gas tax and weight-mile equivalent. It is estimated that this increase will raise \$26 million per year and \$520 million over twenty years. Assuming that Portland receives an allocation proportional to our crash history on State Orphaned Highways, we estimate that we will receive \$100 million in the Constrained scenario and \$125 million in the Unconstrained scenario.

29. Additional VRF increase of \$2 per year:

The Unconstrained RTP scenario includes an additional \$2 annual increase in the State VRF.

The last update of the Regional Transportation Plan assumed that there would be a \$15 increase in the current state VRF every eight years in the Constrained scenario.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
State	New State Revenues - Additional VRF Increase of \$2/Year	\$0.0	\$0.0	\$164.2

Consistent with the RTP, Portland’s Unconstrained scenario includes a \$2 annual increase in the State VRF (this increase is in addition to the VRF increase in the Constrained scenario). The revenue assumption is from the Metro forecast.

New Federal Revenue Category

30. Federal Vision Zero grant program

There are currently efforts to create a federal Vision Zero Safety Program. As currently described, this program would likely be a grant process that supports efforts to eliminate fatalities and serious injuries.

Revenue Assumption:

Jurisdiction	Revenue Source	Existing (\$M)	Constrained (Reasonably Aggressive) (\$M)	Unconstrained (Optimistic Estimate) (\$M)
Federal	New Federal Revenues - Vision Zero	\$0.0	\$0.0	\$42.0

Vision Zero would be funded by new Federal Grant revenues that would support Transportation Safety project work. For the purpose of identifying a revenue target for the Unconstrained TSP scenario, project staff estimated annual program funding of approximately \$1 million per year.