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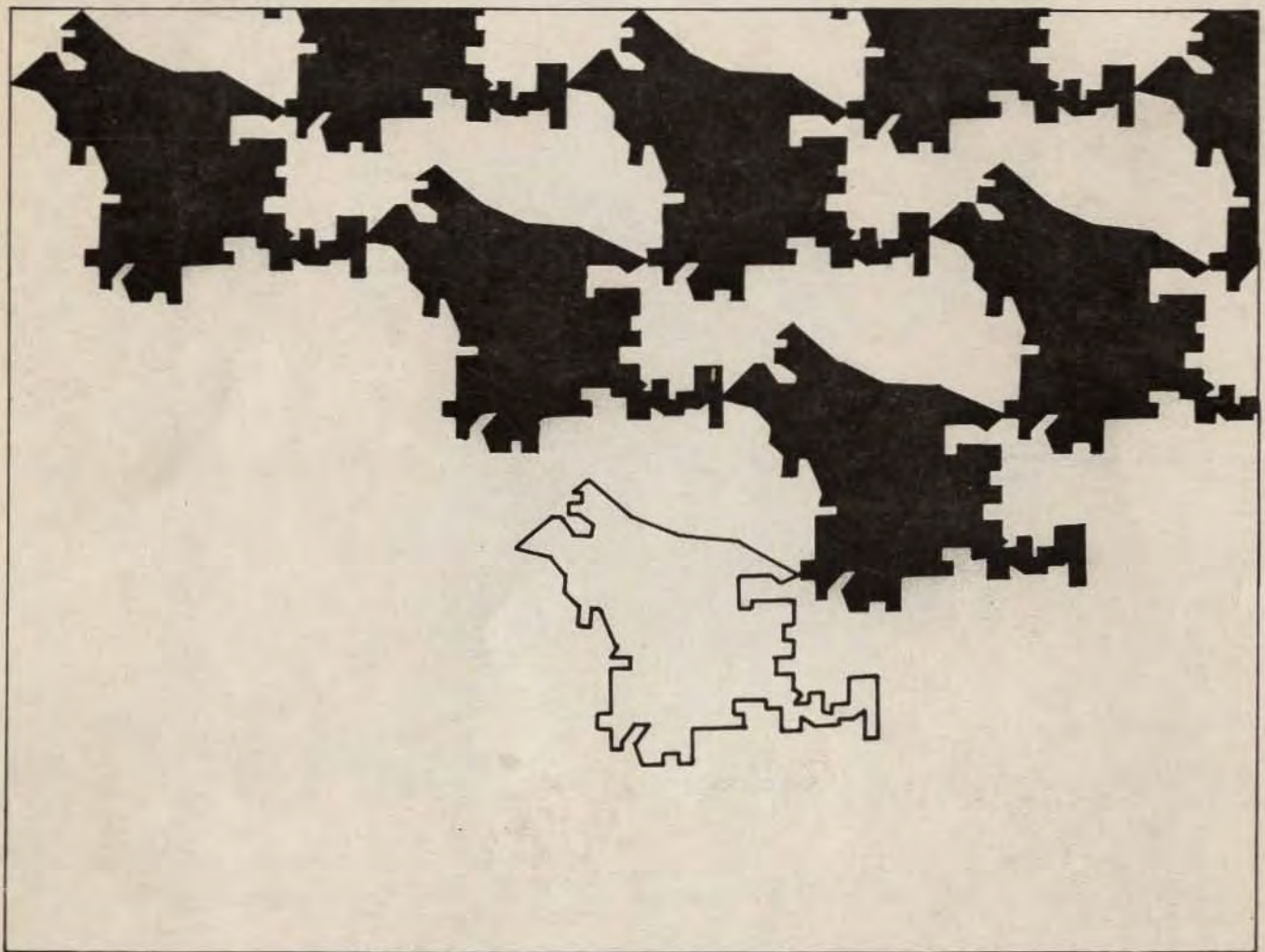
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# PROPOSED COMPREHENSIVE PLAN GOALS AND POLICIES



Bureau of Planning  
Portland, Oregon  
September, 1979





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PROPOSED COMPREHENSIVE PLAN

Portland, Oregon

August 1979

City of Portland  
Bureau of Planning  
424 Southwest Main  
Portland, OR 97204  
(248-4260)

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PROPOSED COMPREHENSIVE PLAN

I N T R O D U C T I O N

## INTRODUCTION

### What the Plan Does

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

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

### State and Regional Policies and Requirements

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

The intent and authority of the statewide planning Goals and Guidelines, was described in 1973 in The State Journal:

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

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

Under State law, comprehensive plans and any ordinances or regulations implementing the plans must comply with the statewide planning Goals.

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



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

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

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

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

### Land Use Goals and Policies

The Land Use Goals and Policies provide a written framework for future program and funding decisions related to urban development, as well as

addressing a broad range of urban issues. The subject areas include: Urban Development, Housing, Economic Development, Neighborhoods, Transportation, Energy, Environment, Citizen Involvement, Metropolitan Coordination and Plan Implementation and Review Process.

There are a number of major policy areas which have recently been addressed as separate issues. The Arterial Streets Classification Policy (ASCP), adopted in June 1977, has been incorporated as the major policy framework of the Transportation section of the Proposed Comprehensive Plan. The ASCP also serves to guide transportation improvements within the city.

The six policy statements, included in The Housing Policy for the City of Portland, adopted in March 1978, have been included in the Housing section of the Plan. Implementation of this section will be supported by the development of the Housing Management Plan.

The Economic Development section has been coordinated with the Comprehensive Economic Development Strategy (CEDS) and the draft Economic Development Policy.

In August 1979, the City Council adopted an Energy Policy for the City of Portland. The Energy Goal and Policies have been included in the Energy section of the Plan.

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

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

#### Public Facilities Goals and Policies

The Public Facilities Goals and Policies guide how the City spends money each year to maintain and construct the physical facilities and public services which are necessary to support the implementation of the Land Use Policies and the Comprehensive Plan Map. Facilities and services include



public rights-of-way, sanitary and stormwater services, water services, parks, fire and police services. The Policies for these sections were developed in cooperation with the Department of Public Works and the Bureaus of Water, Parks, Fire and Police. The Policies on schools were developed by planning staff after advice and review by the Portland School District #1 staff.

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

The Policies in the Public Facilities section do not set specific priorities for CIP projects, but do identify the important activities and establish strategies which underlie the provisions of the services. Many identify standards of performance, some indicate actions to be taken, and others set general priorities among related Policies. This Plan presents the more important Public Facilities Policies. Some will continue to be further developed over the coming months.

### Comprehensive Plan Map

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

The Plan Map is not the same as the Zoning Map, in either a legal sense or in its effect. The Plan Map is an official description of where and to what level future zoning should be permitted. It shows a pattern for future development which will accomplish the purposes of the Goals and Policies. In a landmark decision, the Oregon Supreme Court, in Baker vs. City of Milwaukie, established that zoning must comply with the limits set by a

comprehensive plan. Thus, the land use designations of a comprehensive plan are "superior" to a zoning map. In other words, the Zoning Map cannot allow land uses which are more intensive than those allowed by the Comprehensive Plan Map.

There is an important distinction that needs to be established about the use of the Comprehensive Plan Map. Much of the area of the city will retain the same land use designation and zoning that currently exists. There are, however, many areas in the city which are recommended to be "down-zoned", that is changed to a more restrictive zoning category such as from A2.5 to R5. Where this is recommended, the Baker vs. City of Milwaukie decision requires that the down-zoning may be acted upon as a legislative action, rather than quasi-judicial, and may be accomplished at the time of Plan adoption as a single action.

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

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

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

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

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



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

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

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

There are some locations in the city which may be appropriate for more intense use of the land in the fairly near future, i.e., within five years. However, there are other areas which may not be appropriate for more intense uses for ten, fifteen or even twenty years. Such areas may have severe development problems, such as poor streets. Special environmental problems may need to be overcome prior to granting zoning changes, such as use of special development techniques for areas with steep slopes or problem soil conditions. In such cases, the solution of these considerations must be proven prior to approval of zoning to the highest level permitted by the Comprehensive Plan Map. For example, if an area is designated as appropriate for a large commercial use, but there were presently inadequate sanitary sewers to service such uses, storm drainage or parking problems and inadequate internal traffic circulation, these conditions would have to be remedied by either public or private action before the Planning Commission or City Council should grant zoning changes to the industrial designation. Even with these existing

conditions, the land use designation of the Proposed Comprehensive Plan is appropriate for the future because the area may have excellent access to major transportation facilities, be adjacent to similar existing uses, be presently undeveloped land, provide relief for a shortage of such uses, and have other factors which make the other uses less appropriate. The determination of when the overall conditions are right for changing the zoning in such an area would remain in the hands of the Planning Commission and City Council.

### The Zoning Code

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

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

### Review and Updating of the Plan

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

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

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

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

In addition to the major five-year reviews, an annual analysis and status report on the Proposed Comprehensive Plan will be prepared for presentation to the Planning Commission. If there have been changes which have a significant effect on the Plan between the five-year intervals, the Commission may elect to direct a full or partial updating of the Plan. While amendments to the Comprehensive Plan Map may be heard at any point, modifications to the Goals and Policies should not be considered more frequently than once a year.

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

### Designing Portland's Comprehensive Plan

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

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

Citizen involvement in land use planning is mandated by Goal #1 of the Statewide Planning Goals and Guidelines, adopted by the Oregon Land Conservation and Development Commission. This Goal requires the formation of a Committee for Citizen Involvement to be responsible for "assisting the governing body with the development of a program that promotes and



"enhances citizen involvement in land use planning, assisting in the implementation of the citizen involvement program, and evaluating the process being used for citizen involvement."

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

While considering the best method for developing a comprehensive plan for Portland, Bureau of Planning staff met with planning directors throughout the region to learn of their experiences. The opinions of City bureau administrators and their staff were solicited. In addition, the CCI hosted a meeting to which representatives from neighborhood associations, civic groups and trade organizations were invited to discuss Portland's planning process. There were several proposals under consideration, and the Planning staff attended or sponsored close to 60 meetings to talk about the problems and benefits of each one.

Finally, a recommendation was presented to the Portland Planning Commission at a public hearing in March 1977, and a comprehensive planning process was adopted by City Council on May 4, 1977, by Resolution #31870.

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

The Committee for Citizen Involvement invited neighborhood associations and other interested groups to attend a November 1977 meeting to record their concerns and to suggest changes to the planning process. The CCI then recommended process revisions to the Planning Commission and the Planning staff. During December, January and February, the staff worked with citizens to iron out differences, and a revised planning process was adopted by City Council on March 22, 1978 (Resolution #32066). The amended process added three important elements:

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

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

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

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

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

The results of the Opinion Polls and an analysis of other responses, including testimony from a series of townhall meetings hosted by the Planning Commission in late Spring 1978, were considered along with adopted or proposed City policy and State and regional requirements in the preparation of a first draft of a comprehensive plan - the Discussion Draft.

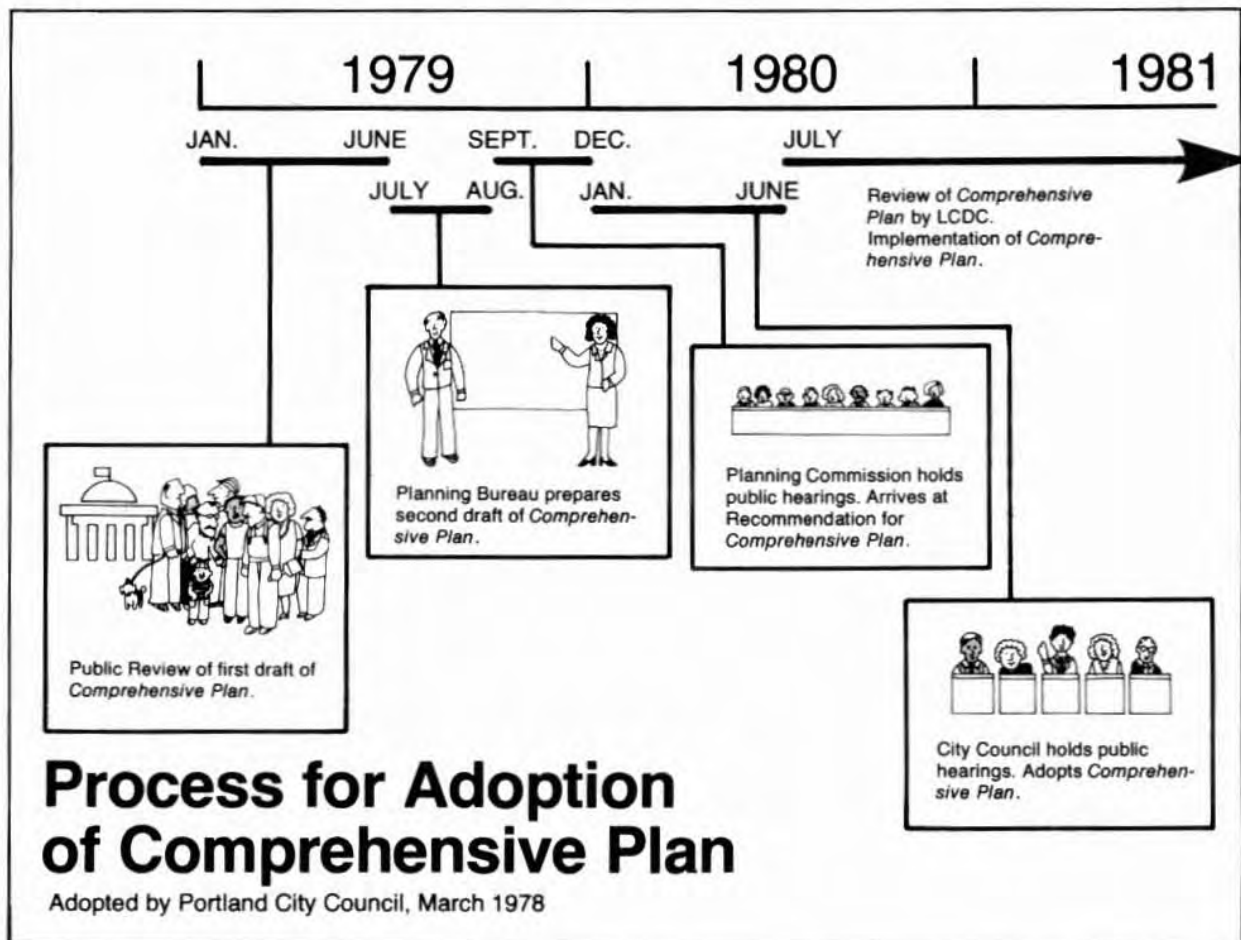
Publication of the Discussion Draft Comprehensive Plan in January 1979 marked the beginning of the second major citizen involvement effort in the development of Portland's Proposed Comprehensive Plan. During the January to June review period, the Discussion Draft was the subject of over 80 staff-attended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

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

Public response to the Draft was received by the planning staff from other sources, including questionnaires as part of the Discussion Draft, public comment and map response forms received at meetings and through the mail, official statements from neighborhood, civic and business organizations, and discussions with City, County, Regional and State staff.

The Proposed Comprehensive Plan is reflective of many of the citizen responses to the Discussion Draft. The Goals and Policies have been added to and modified; proposed revisions to the Zoning Code have been refined; and a large majority of the requested Comprehensive Plan Map changes have been made.

The Proposed Comprehensive Plan will be before the Planning Commission in September of this year for public hearings, and testimony is invited. The City Council will consider the Planning Commission recommendation at public hearings beginning in early 1980 and will then adopt a Comprehensive Plan.





Looking Ahead:

A VISION OF  
PORTLAND'S FUTURE

## A VISION OF PORTLAND'S FUTURE

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

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

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

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

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

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

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

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



CITY PLANNING COMMISSION RECOMMENDATION

and

ADOPTION ORDINANCE DRAFT

ORDINANCE NO.

An Ordinance adopting a Comprehensive Plan for the City of Portland, including Goals, Policies and a Plan Map, to guide the future development and redevelopment of the city, and declaring an emergency.

The City of Portland ordains:

Section 1. The Council finds:

1. Planning for the long-term growth and development of Portland should be guided by an adopted policy document and map consistent with the needs and desires of present and future Portland residents;
2. State law and the Oregon Land Conservation and Development Commission requires all cities and counties to adopt comprehensive plans and implementing ordinances consistent with State Goals;
3. The citizens of Portland, the City Planning Commission and City staff have spent over three years developing the Comprehensive Plan and its implementation ordinances;
4. The Council has determined that adoption of the Comprehensive Plan is in the best interest of the City and is consistent with regional and state planning goals and objectives.

NOW, THEREFORE, the Council directs

- a. The Comprehensive Plan Goals and Policies, attached as Exhibit A, are adopted as the text of the Comprehensive Plan;
- b. The Comprehensive Plan Map, attached as Exhibit B, is adopted as the official map for future land use and zoning decisions, subject to review and amendment provisions found in Exhibit A.

Section 2. The Council directs that an emergency exists, to allow growth, development and redevelopment to occur within the context of a long range Comprehensive Plan for the benefit of the citizens of Portland.

LAND USE AND PUBLIC FACILITIES

GOALS AND POLICIES



SECTION I: METROPOLITAN COORDINATION

GOAL:

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

POLICIES:

- 1.1 URBAN GROWTH BOUNDARY  
Support the concept of an urban growth boundary for the Portland metropolitan area.
- 1.2 URBAN PLANNING AREA BOUNDARY  
Identify and adopt an urban planning area boundary outside the current city limits. The City will conclude agreements with abutting jurisdictions, establishing a process for monitoring activity within this boundary.
- 1.3 URBAN SERVICE BOUNDARY  
Identify and adopt an urban service boundary within the urban planning area boundary.
- 1.4 INTERGOVERNMENTAL COORDINATION  
Insure continuous participation in intergovernmental affairs with public agencies to promote coordinated metropolitan land use planning and maximize the efficient use of public funds.
- 1.5 FUTURE MSD PLANNING EFFORTS  
Establish an update and review process that opens Portland's Comprehensive Plan for amendments that consider compliance with goals, objectives and plans adopted by MSD subsequent to acknowledgement of the Comprehensive Plan.

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SECTION II: URBAN DEVELOPMENT

GOAL:

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

POLICIES:

2.1 POPULATION GROWTH

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

2.2 URBAN DIVERSITY

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

2.3 ANNEXATION

Phase the annexation program of the City within the urban service boundary to allow for smooth transition in service provision, more logical city boundaries and coordinated capital improvements programming.

2.4 URBAN LANDS

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

2.5 OPEN SPACE

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

2.6 WILLAMETTE RIVER GREENWAY PLAN

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

2.7 FOREST LANDS

Limit density in areas with commercially forested lands.

2.8 RESIDENTIAL NEIGHBORHOODS

Improve and protect the city's residential neighborhoods while allowing for increased density. Provide for neighborhood-oriented commercial activities within residential areas under certain conditions.

- (1) 2.9 DOWNTOWN PORTLAND  
(2) Reinforce the downtown's position as the principal commercial,  
(3) service, cultural and high density housing center in the city  
(4) and the region. Maintain the downtown as the city's principal  
(5) retail center.  
(6)
- (7) 2.10 HISTORIC COMMERCIAL CENTERS  
(8) Expand the role of major historic commercial centers which  
(9) are well served by transit. Strengthen these centers with  
(10) retail, office, service and labor-intensive industrial  
(11) activities. Locate medium and high density apartment  
(12) zoning adjacent to these centers.  
(13)
- (14) 2.11 TRANSIT CORRIDORS  
(15) Provide a mixture of activities along major transit routes to  
(16) decrease dependence on the automobile. Encourage development  
(17) of commercial uses, and medium density apartments and allow  
(18) labor-intensive industrial activities. Encourage attached  
(19) residential and garden apartment development near transit  
(20) routes especially where vacant land affords an opportunity  
(21) for in-fill development.  
(22)
- (23) 2.12 AUTO-ORIENTED COMMERCIAL  
(24) Allow auto-oriented commercial activities to locate along  
(25) major traffic streets designated for that purpose by the  
(26) Arterial Streets Classification Policy. Also allow the loca-  
(27) tion of small, labor-intensive manufacturing firms and other  
(28) small industrial firms which do not adversely impact adjacent  
(29) residential areas.  
(30)
- (31) 2.13 INDUSTRIAL SANCTUARIES  
(32) Provide industrial sanctuaries. Encourage the growth of  
(33) industrial activities in the city by preserving industrial  
(34) land primarily for manufacturing purposes.  
(35)
- (36) 2.14 LIVING CLOSER TO WORK  
(37) Locate greater single-family residential densities near  
(38) major industrial employment centers.  
(39)
- (40) 2.15 STRIP DEVELOPMENT  
(41) Discourage the development of new strip commercial areas and  
(42) focus future activity in such areas to create a more clustered  
(43) pattern of commercial development.  
(44)
- (45) 2.16 TRANSIT STATIONS  
(46) Where new regional transit facilities and stations are to be  
(47) sited, increase opportunities for commercial activities, the  
(48) development of medium and high density apartments, and  
(49) increased single-family density.  
(50)
- (51) 2.17 UTILIZATION OF VACANT LAND AND HOUSING STOCK  
(52) Provide for fuller utilization of larger single-family homes  
(53) and existing vacant land.  
(54)  
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2.18 MIXED USE

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

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SECTION III: NEIGHBORHOODS

GOAL:

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

POLICIES:

3.1 PHYSICAL CONDITIONS

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

3.2 SOCIAL CONDITIONS

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

3.3 NEIGHBORHOOD DIVERSITY

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

3.4 HISTORIC PRESERVATION

Preserve and retain historic structures and areas throughout the city.

3.5 NEIGHBORHOOD INVOLVEMENT

Provide for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood through the promotion of neighborhood and business associations and their activities.

SECTION IV: HOUSING

GOAL:

- 4 Provide for a diversity in the type, density and location of housing within the city consistent with the adopted City Housing Policy in order to provide an adequate supply of safe, sanitary housing at price and rent levels appropriate to the varied financial capabilities of city residents.

POLICIES:

4.1 METROPOLITAN SERVICE DISTRICT AREAWIDE HOUSING OPPORTUNITY PLAN

Cooperate with the Metropolitan Service District and the Housing Authority of Portland in carrying out the MSD Area-wide Housing Opportunity Plan.

The following policies were adopted by the Portland City Council, Ordinance 145472, on March 29, 1978 as the Housing Policy for the City of Portland.

4.2 FAIR HOUSING

Encourage and support equal access to housing throughout the City for all people regardless of race, color, sex, marital status, religion, national origin or physical or mental handicap, and encourage the responsible State and Federal agencies to enforce Federal and State civil rights and fair housing laws.

4.3 NEW HOUSING PRODUCTION

Assist the private sector in maintaining an adequate supply of single- and multi-family housing units. This shall be accomplished by relying primarily on the homebuilding industry and private sector solutions, supported by the elimination of unnecessary government regulations.

4.4 HOUSING CHOICE AND NEIGHBORHOOD STABILITY

Support public and private actions which increase housing choices for Portlanders, with emphasis on housing and public improvement programs which: 1) improve the balance in the city's population by attracting and keeping in the city families with children; 2) maintain neighborhood schools; 3) increase the number of housing alternatives for both renter and owner; 4) improve the physical and environmental conditions of all neighborhoods.

4.5 LOWER INCOME ASSISTED HOUSING

Support, and assist in planning for, subsidized housing opportunities, which are primarily for households which cannot compete in the market for housing, utilizing all available Federal and State aid. In addition, it is City policy that public housing be divided between elderly and non-elderly families proportionate to their representation in the city's total need for low income housing. Public housing projects for families should be small, an optimum size of 30 units, located on scattered sites, and should achieve as broad an income mix as possible among tenants.

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4.6 EXISTING HOUSING: MAINTENANCE  
Encourage and assist the continuing maintenance of existing residential properties, both single- and multi-family. This maintenance will be accomplished through a voluntary housing maintenance code program to include marketing, inspection and financial assistance, aimed primarily at safety, sanitation, structural integrity and energy conservation.

4.7 EXISTING HOUSING: MAJOR REHABILITATION  
Provide assistance for rehabilitation of housing beyond Housing Maintenance Code requirements 1) if the assistance is supportive of general community development activity; 2) on a voluntary basis; and 3) if the Existing Housing: Maintenance and New Housing Policies are being fulfilled.

SECTION V: ECONOMIC DEVELOPMENT

GOALS:

A review draft of the proposed City Economic Development Policy has been prepared and a process established for public review, discussion and public hearings. The following goals are included in the proposed Policy.

- 5 A PUBLIC/PRIVATE DEVELOPMENT PARTNERSHIP  
Foster a public/private development partnership responsive to the economic needs of Portland businesses and residents.
- 5 B JOBS AND INCOMES  
Support the development of the Portland economy to meet the employment needs and increase the disposable income of city residents.
- 5 C BUSINESS AND INDUSTRY  
Retain existing in-city firms; keep Portland competitive for new business and industry.
- 5 D NEIGHBORHOOD ECONOMIC DEVELOPMENT  
Develop and maintain self-supportive business and industrial opportunities; promote retail, service, employment and investment responsive to neighborhood or industrial district objectives.
- 5 E EQUALIZATION OF ECONOMIC OPPORTUNITY  
Equalize the opportunities for employment and career advancement, business development, and expansion for those segments of the population facing the greatest institutional barriers to economic success.
- 5 F OTHER PUBLIC OBJECTIVES  
Insure that economic development and other publicly sponsored or funded activities are mutually supportive.

POLICIES - INDUSTRIAL:

- 5.1 Promote jobs for city residents by targeting economic development resources and encouraging increased employment density within business and industrial centers.
- 5.2 Retain in-city business and industry by improving essential resources such as transportation access, increased land supply and flood control facilities.
- 5.3 Encourage the continued use of designated industrial districts for manufacturing and related support functions.
- 5.4 Provide industrial sites in the city through redevelopment of existing industrial districts and annexation of new land, to provide jobs for city residents and the retention of existing in-city industry.



- (1) 5.5 Improve movement of goods and workers in the designated
- (2) industrial districts.
- (3)
- (4) POLICIES - COMMERCIAL:
- (5)
- (6) 5.6 Encourage commercial development that enhances the economic
- (7) viability of the city, and reinforces neighborhood livability.
- (8)
- (9)
- (10) 5.7 Maintain the central business district as the principal
- (11) commercial center in the region consistent with the adopted
- (12) Downtown Plan.
- (13)
- (14) 5.8 Support the vitality of commercial centers throughout the
- (15) city as areas for trade and service.
- (16)
- (17) 5.9 Maintain transit-related commercial centers along designated
- (18) major transit corridors.
- (19)
- (20) 5.10 Retain existing neighborhood commercial activities within
- (21) walking distance of residential areas and encourage clustered
- (22) siting of new neighborhood commercial development.
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SECTION VI: TRANSPORTATION

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GOAL:	(2)
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6	(5)
Promote an efficient and balanced urban transportation system, consistent with the Arterial Streets Classification Policy, to encourage energy conservation, reduce air pollution, lessen the impact of vehicular traffic on residential neighborhoods and improve access to major employment and commercial centers.	(6)
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POLICIES:	(11)
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6.1	(13)
INTERGOVERNMENTAL COOPERATION	(14)
Encourage efficient management of the transportation resources located in the city and metropolitan area through cooperation and long range planning with Federal, State and local agencies.	(15)
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6.2	(18)
REGIONAL AND CITY TRAFFIC PATTERNS	(19)
Create and maintain regional and city traffic patterns that protect the livability of Portland's established residential neighborhoods while improving access and mobility within commercial and industrial areas.	(20)
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6.3	(24)
ARTERIAL STREETS CLASSIFICATION POLICY	(25)
Land use planning and project development will be guided by the traffic ways classifications, objectives and policies contained in the adopted Arterial Streets Classification Policy.	(26)
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6.4	(30)
PUBLIC TRANSPORTATION	(31)
Encourage a safe, efficient metropolitan public transportation system serving Portland as an alternative to the automobile by providing more direct cross-town service to residential neighborhoods which connect commercial areas to other centers of activity and employment throughout the city and the region.	(32)
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6.5	(38)
TRANSIT-ORIENTED DENSITY	(39)
Reinforce the link between public transportation and land use by increasing urban densities along designated major transit streets and near commercial centers.	(40)
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6.6	(43)
TRANSIT-DEPENDENT POPULATION	(44)
Encourage a public transit system that addresses the special needs of the transit-dependent population.	(45)
	(46)
6.7	(47)
MARINE AND AVIATION FACILITIES	(48)
Coordinate the planning and development of marine related land use and aviation facilities with the Port of Portland as well as other affected agencies, groups and individuals.	(49)
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6.8	(52)
RAIL RIGHTS-OF-WAY	(53)
Encourage the preservation of existing rail rights-of-way for use in freight and passenger movement.	(54)
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6.9

ALTERNATIVE URBAN TRAVEL

Provide support for alternative forms of urban travel, such as bicycling and walking. Link residential neighborhoods to employment centers and commercial areas by providing bicycle paths and walk-ways.

SECTION VII: ENERGY

A review draft of the proposed City Energy Policy has been prepared and a process established for public review, discussion and public hearings. The following goal and policies are included in the proposed Policy.

GOAL:

- 7 To increase the energy efficiency of existing structures and the transportation system of the city through policies and programs which encourage conservation of nonrenewable resources and the application of renewable resources, while maintaining the attractiveness of the city as a place to live and do business.

POLICIES:

7.1 THE CITY'S ROLE IN ENERGY CONSERVATION

The role of the City is to insure the accomplishment of the Goal. All of the energy policies are to be policies of the City and depend on City action. The City shall implement conservation actions by the private sector. This shall be accomplished through education, incentives, and mandatory actions. The City's efforts shall include promoting conservation; informing all sectors of available programs and conservation techniques; developing financial incentives, advocating the support of the City efforts at the state, regional, and federal levels; and regulating conservation actions where appropriate. The City shall evaluate indicators of energy consumption to assure the effectiveness, comprehensiveness and fairness of private sector actions.

7.2 RETROFIT OF EXISTING BUILDINGS AND EQUIPMENT

All buildings in the city shall be made as energy efficient as is economically possible as determined by costs of conservation actions and price of energy. The retrofit of existing buildings for the purpose of energy conservation shall be accomplished through voluntary actions initially, with mandatory requirements imposed five years after the adoption of the policy. Retrofit programs and the requirements must be cost-effective, comprehensive, and have the most equitable impact possible on all sectors of the community.

7.3 LAND USE

The City shall develop land use policies which take advantage of density and location to reduce the need to travel, increase access to transit, and permit building configurations which increase the efficiency of space heating in residences.

7.4 RENEWABLE RESOURCES AND SUPPLEMENTAL ENERGY SYSTEM

The consumption of nonrenewable resources for residential and business use shall be reduced by encouraging the application of renewable and alternative energy sources.



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7.5 TRANSPORTATION

The consumption of nonrenewable fuels for transportation shall be reduced through actions which increase the efficiency of the transportation system operating within the city. These actions will encourage individuals to choose the method of travel which is the most fuel-efficient for the purpose of the trip; promote the energy-efficient movement of goods; and provide incentives for the use of fuel efficient vehicles.

7.6 CITY GOVERNMENT

City bureaus shall reduce energy consumption by investing in energy conservation opportunities and changing operational procedures to the most energy- and cost-effective extent possible.

SECTION VIII: ENVIRONMENT

GOAL:

- 8 Maintain and improve the quality of Portland's air, water and open space resources and protect neighborhoods and business centers from detrimental noise pollution.

POLICIES - AIR QUALITY:

- 8.1 Continue to cooperate with public agencies concerned with the improvement of air quality, and implement State and regional plans and programs to attain overall Federal air quality standards. Cooperate and work with MSD and the State Department of Environmental Quality in efforts to reach attainment of Federal ambient air quality standards for ozone by 1987 and carbon monoxide by 1982.
- 8.2 The revised Downtown Parking and Circulation Plan will guide future City efforts on attaining air quality standards in the central business district and allow for expanded employment and housing opportunities downtown.
- 8.3 Develop strategies that will allow for economic growth and air quality improvements in air quality problem areas identified outside of Downtown.
- 8.4 Promote use of ride sharing and public transit throughout the metropolitan area.

POLICIES - WATER QUALITY:

- 8.5 Continue cooperation with Federal, State and regional agencies involved with the management and quality of Portland's water resources.
- 8.6 Operate, plan and regulate wastewater systems as designated in MSD's "Waste Treatment Management Component".
- 8.7 Maintain coordination of land use planning and capital improvements to insure the most efficient use of the City's sanitary and stormwater run-off facilities.

POLICIES - LAND RESOURCES:

- 8.8 Protect Portland parks, cemeteries and golf courses from future development through an Open Space designation on the Comprehensive Plan Map.
- 8.9 Restrict development within Portland's natural drainageways through development and application of a drainageway overlay zone.

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- (1) 8.10 Protect and preserve the natural and economic qualities of
- (2) lands along the Willamette River through implementation of the
- (3) City's Willamette River Greenway Plan.
- (4)
- (5) 8.11 Retain qualification in the National Flood Insurance Program
- (6) through implementation of a full range of floodplain manage-
- (7) ment measures.
- (8)
- (9) 8.12 Limit the density of development in areas of natural hazards.
- (10)

(11) POLICIES - NOISE:

- (12)
- (13) 8.13 Reduce and prevent excessive noise and vibration in attached
- (14) residential dwellings through construction requirements.
- (15)
- (16) 8.14 Reduce and prevent excessive noise levels from one use which
- (17) may impact another use through on-going noise monitoring and
- (18) enforcement procedures.
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SECTION IX: CITIZEN INVOLVEMENT

GOAL:

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

POLICIES:

- 9.1 CITIZEN INVOLVEMENT COORDINATION  
Encourage citizen involvement in land use planning projects by actively coordinating the planning process with relevant community organizations, through the reasonable availability of planning reports to city residents and businesses, and notice of official public hearings to neighborhood associations, business groups, affected individuals and the general public.
- 9.2 COMPREHENSIVE PLAN REVIEW  
Implement a process for complete review of the Comprehensive Plan on a five year basis which provides opportunities for active involvement by the city's residents, businesses and organizations.
- 9.3 COMPREHENSIVE PLAN AMENDMENT  
Allow for the selected review and amendment of the adopted Comprehensive Plan which insures citizen involvement opportunities for the city's residents, businesses and organizations.
- 9.4 INTERGOVERNMENTAL COOPERATION  
Promote citizen involvement in land use decisions initiated by other governmental agencies.

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SECTION X: PLAN REVIEW AND ADMINISTRATION

GOAL:

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

POLICIES:

10.1 MAJOR PLAN REVIEW

Implement a process for complete review of the Comprehensive Plan on a five year basis. This process will include land use and demographic data collection and analysis, a Comprehensive Plan progress report, and a citizen involvement process to evaluate the Plan's effectiveness and proposals for amendments as appropriate.

10.2 ANNUAL REPORT

The Bureau of Planning will provide an annual status report on the implementation of the Comprehensive Plan.

10.3 INTERIM PLAN REVIEW AND AMENDMENT

Amendments to the goals, policies, map and implementing ordinances of the Comprehensive Plan may be initiated by the Planning Commission and/or Council as deemed necessary, consistent with citizen involvement procedures and State law.

10.4 COMPREHENSIVE PLAN MAP AMENDMENTS

Individual requests for modification of the Comprehensive Plan Map designations that are determined to be consistent with the Comprehensive Plan and State land use planning goals will proceed under regulations, notification requirements and hearing procedures used for zone change requests. Rezoning may be considered concurrently with the request for modification of the Comprehensive Plan Map designation.

10.5 LONG RANGE PLANNING FRAMEWORK

Adopt the Land Use Goals and Policies as the long-range planning framework and guide to the development and redevelopment of the city.

10.6 PUBLIC FACILITIES

Adopt the Public Facilities Goals and Policies as the long-range guide to the investment of public funds through coordination with the City's Capital Improvements Program and the budgeting process of related public agencies.

10.7 COMPREHENSIVE PLAN MAP

Adopt the Comprehensive Plan Map as the official long-range planning guide for land use development of the city by type, density and location. The Comprehensive Plan Map will determine the maximum zoning classification that may be applied to a specific site.

- (1) 10.8 ZONING UPON PLAN ADOPTION  
(2) Rezone those areas having existing zoning classifications  
(3) more permissive than allowed by the Comprehensive Plan Map  
(4) to conform to the Plan as required by law. Areas with  
(5) existing zoning equivalent to, or more restrictive than,  
(6) that permitted by the Comprehensive Plan Map shall remain  
(7) unchanged upon adoption of the Plan, and will be rezoned, if  
(8) approved, through the established zoning notification and  
(9) public hearing process.  
(10)
- (11) 10.9 REVISED ZONING CODE  
(12) Conduct a review and revision of the city's Zoning Code with  
(13) the objective of updating and simplifying to provide a  
(14) shorter more accurate, understandable and enforceable docu-  
(15) ment. Work toward development of a system of performance  
(16) standards in industrial zones, replacing the existing use  
(17) list system.  
(18)
- (19) 10.10 DESIGN REVIEW  
(20) Develop recommendations for additional areas where design  
(21) review would be appropriate and prepare design review  
(22) standards for both existing and proposed areas.  
(23)
- (24) 10.11 ENFORCEMENT  
(25) Develop mechanisms for better enforcement of conditions  
(26) required of individual projects in zone changes, conditional  
(27) use and variance cases.  
(28)
- (29) 10.12 LONG RANGE PARKS PLAN  
(30) The Bureau of Planning and the Park Bureau shall develop a  
(31) long range parks plan for the city which will provide  
(32) standards for location of park and recreation facilities, and  
(33) identify areas of facility deficiencies in neighborhood,  
(34) district and city-wide recreational parks and programs.  
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SECTION XI: PUBLIC FACILITIES POLICIES	(1)
GENERAL GOAL:	(2)
11 A Provide a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities.	(3)
	(4)
	(5)
	(6)
	(7)
GENERAL POLICIES:	(8)
	(9)
11.1 SERVICE RESPONSIBILITY	(10)
Within its boundaries of incorporation, the City of Portland will provide for the following facilities and services at levels appropriate for all land use types:	(11)
	(12)
	(13)
	(14)
	(15)
a) streets and other public ways;	(16)
b) sanitary and stormwater sewers;	(17)
c) police protection;	(18)
d) fire protection;	(19)
e) parks and recreation;	(20)
f) water supply;	(21)
g) planning, zoning and subdivision control.	(22)
	(23)
The City of Portland should participate in the planning efforts of those agencies providing the following services:	(24)
	(25)
	(26)
h) public schools;	(27)
i) public health services;	(28)
j) justice services;	(29)
k) solid waste disposal;	(30)
l) energy and communication services.	(31)
	(32)
11.2 ORDERLY LAND DEVELOPMENT	(33)
Urban development should occur only where urban public facilities and services exist or can be reasonably made available.	(34)
	(35)
	(36)
	(37)
11.3 ORDERLY SERVICE EXTENSION	(38)
The improvement and expansion of one urban public facility or service should not stimulate development that significantly precedes the City's ability to provide all other necessary urban public facilities and services at uniform levels.	(39)
	(40)
	(41)
	(42)
	(43)
	(44)
11.4 CAPITAL EFFICIENCY	(45)
Maximum use of existing public facilities and services should be supported through encouraging new development to occur at the maximum densities allowed by the Comprehensive Plan and through the development of vacant land within presently developed areas.	(46)
	(47)
	(48)
	(49)
	(50)
	(51)
11.5 COST EQUITABILITY	(52)
To the maximum extent possible, the costs of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary.	(53)
	(54)
	(55)
	(56)

(1) 11.6 FACILITIES SYSTEM PLAN  
(2) Develop and maintain a coordinated Facilities System Plan that  
(3) provides a framework for the provision of urban public facili-  
(4) ties and services within Portland's Urban Services Boundary.  
(5) This plan will be consistent with the designated land uses  
(6) and density of the applicable comprehensive plan.  
(7)

(8) 11.7 CAPITAL IMPROVEMENT PROGRAM  
(9) The Capital Improvement Program will be the annual planning  
(10) process for major improvements to existing public facilities  
(11) and the construction of new facilities. Planning will be in  
(12) accordance with the framework provided by the Facilities  
(13) System Plan.  
(14)

(15)

(16)

(17)

(18) PUBLIC RIGHTS-OF-WAY

(19)

(20)

(21) GOAL:

(22)

(23)

(24)

(25)

(26)

(27)

(28)

(29) 11 B Preserve the quality of Portland's land transportation  
(30) system; protect the City's capital investment in public  
(31) rights-of-way through continuing high quality maintenance  
(32) and improvement programs; and carry out street improvements  
(33) in accordance with identified needs, balancing limited  
(34) resources among the needs of neighborhoods, commerce and  
(35) industry.  
(36)

(37)

(38)

(39)

(40) POLICIES:

(41)

(42)

(43)

(44)

(45)

(46) 11.8 MAINTENANCE

(47) First priority for the expenditure of General Fund revenues  
(48) on public rights-of-way will be to maintain and prevent  
(49) deterioration of the existing street system.  
(50)

(51)

(52)

(53)

(54)

(55) 11.9 TRANSIT CORRIDORS

(56) High priority will be given to improvements which promote  
(57) more effective public transportation for those streets func-  
(58) tioning as transit corridors.  
(59)

(60)

(61)

(62)

(63)

(64)

(65)

(66) 11.10 STREET IMPROVEMENTS

(67) All improvements to public rights-of-way will be consistent  
(68) with the rights-of-way classifications in the Arterial  
(69) Streets Classification Policy.  
(70)

(71)

(72)

(73)

(74)

(75)

(76) 11.11 LOCAL SERVICE IMPROVEMENTS

(77) Construct local service streets in accordance with existing  
(78) and planned neighborhood land use patterns and accepted  
(79) engineering standards.  
(80)

(81)

(82)

(83)

(84)

(85) 11.12 TRANSIT IMPROVEMENTS

(86) Construct transit streets so that transit vehicle movement  
(87) is not impaired or made unsafe by street width, turning radii  
(88) or other physical constraints.  
(89)



11.13	BICYCLE IMPROVEMENTS	(1)
	Include physical construction standards necessary to assure	(2)
	access and safe passage for bicyclists in design and con-	(3)
	struction of all new or reconstructed streets, especially on	(4)
	those streets designated as bicycle pathways in the Arterial	(5)
	Streets Classification Policy.	(6)
		(7)
11.14	BICYCLE PARKING	(8)
	Provide for a safe short-term and safe, sheltered long-term	(9)
	bicycle parking throughout the Downtown and in other appro-	(10)
	priate areas.	(11)
		(12)
11.15	PEDESTRIAN IMPROVEMENTS	(13)
	Provide for safe pedestrian movement along all new or re-	(14)
	constructed streets, and encourage provision of additional	(15)
	pedestrian pathways where needed for safe, direct access to	(16)
	schools, parks and other community facilities.	(17)
		(18)
11.16	STAGED CONSTRUCTION	(19)
	In currently developed areas, allow the formation of Local	(20)
	Improvement Districts (LID) to construct one or more phases	(21)
	of a staged street improvement.	(22)
		(23)
11.17	NEW CONSTRUCTION	(24)
	Construct new streets of high quality structural materials	(25)
	in order to minimize future maintenance costs.	(26)
		(27)
11.18	STREET VACATION	(28)
	When considering requests for street vacations, give consid-	(29)
	eration to the opportunities for bicycle ways, pedestrian	(30)
	ways, parkland or other public use.	(31)
		(32)
		(33)
	<u>SANITARY AND STORMWATER FACILITIES</u>	(34)
		(35)
	GOAL:	(36)
		(37)
11 C	Insure an efficient, adequate and self-supporting wastewater	(38)
	collection treatment and disposal system which will meet the	(39)
	needs of the public and comply with Federal, State and local	(40)
	clean water requirements.	(41)
		(42)
	POLICIES:	(43)
		(44)
11.19	MAINTENANCE	(45)
	Maintain and improve the existing sanitary and storm sewer	(46)
	system through preventive maintenance and on-going appraisal.	(47)
		(48)
11.20	IMPROVEMENT	(49)
	Improve the existing sewer system in those areas adversely	(50)
	affected by overloaded sewer systems.	(51)
		(52)
11.21	COMBINED SEWER OVERFLOWS	(53)
	Control and reduce combined sewer overflows.	(54)

- (1) 11.22 SUB-SURFACE DISPOSAL  
(2) Discourage the development of on-site sub-surface waste  
(3) disposal systems on lots smaller than two acres in size.  
(4)  
(5) 11.23 SEWER CONNECTIONS  
(6) Serve all developments within the city limits with sanitary  
(7) sewers except those that can be provided with acceptable  
(8) sub-surface disposal.  
(9)  
(10) 11.24 NEW CONSTRUCTION  
(11) In the development of new sewer systems, give priority to  
(12) those unsewered areas developed at urban densities where  
(13) health hazards or demand exist.  
(14)  
(15) 11.25 TREATMENT  
(16) Operate City treatment facilities to meet or exceed State  
(17) effluent standards.  
(18)  
(19) 11.26 STORMWATER MANAGEMENT  
(20) Integrate master planning for stormwater management with  
(21) other City activities to achieve adequate drainage and to  
(22) minimize pollution and erosion problems.  
(23)  
(24) 11.27 IMPERVIOUS SURFACES  
(25) Limit the increase of Portland's impervious surfaces.  
(26)

(27)  
(28)  
(29) SOLID WASTE

(30)  
(31) GOAL:

- (32)  
(33) 11 D Provide for adequate solid waste disposal.  
(34)

(35) POLICIES:

- (36)  
(37) 11.28 DISPOSAL  
(38) Reduce reliance on landfilling for disposal of solid waste  
(39) through support of the Metropolitan Service District's Solid  
(40) Waste Management Plan.  
(41)  
(42) 11.29 ENERGY RECOVERY  
(43) Support the development and utilization of solid waste energy  
(44) recovery systems.  
(45)  
(46) 11.30 COLLECTION  
(47) Continue to support collection of solid waste by private  
(48) operators.

<u>WATER SERVICE</u>	(1)
GOAL:	(2)
11 E	(3)
Insure that reliable and adequate water supply and delivery systems are available to provide sufficient quantities of high quality water at adequate pressures to meet the existing and future needs of the community, on an equitable, efficient and self-sustaining basis.	(4)
	(5)
	(6)
	(7)
	(8)
	(9)
	(10)
POLICIES:	(11)
11.31	(12)
SOURCE	(13)
Maintain and safeguard the Bull Run Watershed as the primary water supply source for the community, with water quality preservation taking precedence over all other uses.	(14)
	(15)
	(16)
	(17)
11.32	(18)
QUALITY	(19)
Maintain the quality of the water supply at its current level, which exceeds all State and Federal water quality standards and satisfies the needs of both domestic and industrial consumers.	(20)
	(21)
	(22)
	(23)
11.33	(24)
ALTERNATE SOURCE	(25)
Insure a reliable supply of water to the community through the development and maintenance of an alternate source (groundwater) for use during emergencies or periods of extremely high demand.	(26)
	(27)
	(28)
	(29)
11.34	(30)
MAINTENANCE	(31)
Maintain storage and distribution facilities in order to protect water quality, insure a reliable supply, assure adequate flow for all user needs, and minimize water loss.	(32)
	(33)
	(34)
11.35	(35)
STORAGE	(36)
Maintain City storage capacity of at least three times the average daily use of city users. Additional storage capacity contracted by outside city water users will also be maintained.	(37)
	(38)
	(39)
	(40)
11.36	(41)
FIRE PROTECTION	(42)
Install and maintain public fire hydrants with adequate flow to serve the fire protection needs of all city residents and businesses.	(43)
	(44)
	(45)
11.37	(46)
DESIGN AND COMMUNITY IMPACT	(47)
Design water facilities to be compatible with the area in which they are located.	(48)
	(49)
11.38	(50)
OUTSIDE USER CONTRACTS	(51)
Secure long-term contracts with outside city water purveyors in order to improve long-term water supply planning.	(52)

- (1) 11.39 OUTSIDE USER BENEFIT  
(2) Require water users outside the city that benefit from a  
(3) new improvement to finance that portion of the improvement  
(4) constructed for their benefit.  
(5)
- (6) 11.40 OUTSIDE USER STORAGE  
(7) Require water purveyors, with whom the City has a contract,  
(8) to provide storage of at least three times the average  
(9) daily use of their community or to compensate the City for  
(10) the additional cost of maintaining such storage within the  
(11) City system.  
(12)
- (13) 11.41 EQUITABILITY  
(14) Establish water rates based on the cost of providing water  
(15) service in an equitable manner.  
(16)
- (17) 11.42 WATER PRESSURE  
(18) Provide water at standard pressures (40 to 110 lbs. per sq.  
(19) inch) to all users whenever possible.  
(20)
- (21) 11.43 ENERGY CONSERVATION  
(22) Pursue system improvements, efficiencies in operation, and  
(23) maintenance of facilities to reduce and conserve energy.  
(24)

(25)  
(26)  
(27) PARKS AND RECREATION  
(28)

(29) GOAL:  
(30)

- (31) 11 F Maximize the quality, safety and usability of parklands and  
(32) facilities through the efficient maintenance and operation  
(33) of park improvements, preservation of parks and open space,  
(34) and equitable allocation of active and passive recreation  
(35) opportunities for the citizens of Portland.  
(36)

(37) POLICIES:  
(38)

- (39) 11.44 MASTER DEVELOPMENT PLANS  
(40) Maintain master development plans for city parks that  
(41) address user group needs, development priorities, develop-  
(42) ment and maintenance costs, program opportunities, financing  
(43) strategies and citizen involvement.  
(44)
- (45) 11.45 MAINTENANCE  
(46) Provide programmed preventive maintenance to all city park  
(47) and recreational facilities in a manner which reduces  
(48) unplanned reactive maintenance and emphasizes the use of  
(49) scheduled service delivery.



11.46	CAPITAL PROGRAMMING	(1)
	Maintain a long-range park capital improvement program that	(2)
	balances acquisition, development and operations; provides	(3)
	a process and criteria for capital improvement project	(4)
	selection; and emphasizes creative and flexible financing	(5)
	strategies.	(6)
		(7)
11.47	IMPROVEMENTS	(8)
	Base the priorities for improvement and development of park-	(9)
	lands on documented needs and the following criteria: low	(10)
	long-term maintenance costs, location in deficient areas,	(11)
	broad community support, location adjacent to schools and	(12)
	other public facilities, support of neighborhood stabiliza-	(13)
	tion and community development projects and policies, and	(14)
	consistency with park master development plans.	(15)
		(16)
11.48	NEW PARKLAND	(17)
	Increase the supply of parkland, giving priority to:	(18)
	areas where serious geographical and service level defi-	(19)
	ciencies exist, land acquisition necessary to complete the	(20)
	"Forty Mile Loop" system, acquisition of lands appropriate	(21)
	for park development which have been declared surplus by	(22)
	other public agencies, and acquisition of environmentally	(23)
	unique areas and natural drainageways.	(24)
		(25)
11.49	SELF-SUSTAINING SPECIAL FACILITIES	(26)
	Provide financially self-sustaining special facilities for	(27)
	motor sports, golf and indoor tennis.	(28)
		(29)
11.50	OTHER SPECIAL FACILITIES	(30)
	Develop and operate special recreational facilities which	(31)
	respond to identified public needs, can be programmed to	(32)
	insure maximum use, and can be financially self-sustaining.	(33)
		(34)
11.51	AQUATICS FACILITIES	(35)
	Provide aquatics facilities in conjunction with School	(36)
	District #1.	(37)
		(38)
11.52	RECREATION PROGRAMS	(39)
	Provide recreation programs and services including cultural,	(40)
	educational, historical, health and physical fitness, and	(41)
	sports (competitive and non-competitive) as required to	(42)
	meet a balanced program which includes the needs of the	(43)
	specially handicapped and the elderly within existing	(44)
	resources.	(45)
		(46)
11.53	PUBLIC/PRIVATE OPPORTUNITIES	(47)
	Support private development and operation of single-use	(48)
	recreation facilities which meet an identified public need	(49)
	and the City's recreational objectives.	(50)
		(51)
		(52)
		(53)
		(54)
		(55)

(1) PUBLIC SAFETY

(2)  
(3) FIRE

(4)  
(5) GOAL:

(6)  
(7) 11 G Develop and maintain facilities that adequately respond to  
(8) the fire protection needs of Portland.  
(9)

(10) POLICIES:

(11)  
(12) 11.54 SERVICE LEVEL

(13) Provide a uniform level of fire protection throughout the  
(14) city through a combination of both prevention and suppres-  
(15) sion activities.  
(16)

(17) 11.55 NEW SERVICE

(18) As areas are annexed into the city, evaluate the level of  
(19) fire protection and take action to insure that these new  
(20) areas receive the same level of fire protection provided  
(21) to the rest of the city.  
(22)

(23) 11.56 MUTUAL RESPONSE

(24) Continue to participate in mutual response agreements among  
(25) fire districts and departments as long as the agreement pro-  
(26) vides equal and reciprocal benefits and enhances the ability  
(27) of the City to provide uniform levels of fire protection  
(28) throughout the city.  
(29)

(30) 11.57 CONTRACTS

(31) Contracts for City fire protection services to outside city  
(32) businesses, residences, fire departments and districts should  
(33) be initiated only if negotiations for annexations or mutual  
(34) response agreements are not successful. Contracts, when  
(35) established, should be coordinated with the annexation  
(36) policy of the City and should provide an incentive for  
(37) annexation.  
(38)

(39) 11.58 EMERGENCY ACCESS

(40) Provide and maintain streets of high structural quality to  
(41) insure access of emergency and service equipment.  
(42)  
(43)

(44)  
(45) POLICE

(46)  
(47) GOAL:

(48)  
(49) 11 H Develop and maintain facilities that allow police personnel  
(50) to respond to public safety needs as quickly and efficiently  
(51) as possible.  
(52)  
(53)  
(54)  
(55)

POLICIES:	(1)
11.59 SERVICE LEVEL	(2)
Meet a 20 minute maximum response time by patrol car to all	(3)
city residences and businesses.	(4)
	(5)
	(6)
11.60 NEW SERVICE	(7)
As the fringe areas of the city develop sufficiently to	(8)
generate the necessary General Fund tax revenue, provide	(9)
new personnel and equipment to insure the same level of	(10)
service provided to the rest of the city.	(11)
	(12)
	(13)
<u>SCHOOLS</u>	(14)
	(15)
GOAL:	(16)
	(17)
11 I Enhance the educational opportunities of Portland's citizens	(18)
by supporting the objectives of Portland School District #1	(19)
and adjacent districts through assistance in planning	(20)
educational facilities.	(21)
	(22)
POLICIES:	(23)
	(24)
11.61 MAXIMIZE INVESTMENTS	(25)
Support school district facility and program investments	(26)
in redeveloping neighborhoods through the city's alloca-	(27)
tion of housing assistance and park improvement investments.	(28)
	(29)
11.62 SAFETY	(30)
Provide traffic improvements such as sidewalks and bikeways	(31)
to promote safe routes to schools where attendance area	(32)
reorganization requires longer travel distances for	(33)
students.	(34)
	(35)
11.63 SCHOOL CLOSURES	(36)
To support school closures only when options for keeping the	(37)
school open have been exhausted and procedures below have	(38)
been followed:	(39)
	(40)
a. Notify the City Planning Bureau, the Office of Neighbor-	(41)
hood Associations and the City's School Liaison at	(42)
least 9 months prior to a possible closure.	(43)
	(44)
b. Establish to the satisfaction of City Council:	(45)
	(46)
(1) that a school closure will not conflict significantly	(47)
with other City or School District policies, including	(48)
neighborhood revitalization, land use plans and	(49)
integration of the School District,	(50)
	(51)
(2) and that PPS staff, City planners and neighborhood	(52)
citizens have identified a public use for the school	(53)
building other than use as school,	(54)
	(55)

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- (3) and that economic analysis demonstrates the clear financial advantages of a proposed closure,
- (4) or that maintenance of the educational program at the facility would not be educationally sound,
- (5) or that a building is structurally unsound,
- (6) or that remodeling the building for school use would be impractical.



GLOSSARY

## GLOSSARY

### AMENITY PACKAGE:

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

### ANNEXATION:

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

### ARTERIAL STREETS CLASSIFICATION POLICY:

A policy adopted by City Council in June 1977 which defines the transportation uses and level of activities on city streets.

### AUTO-ORIENTED LAND USES:

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

### BAKER V. CITY OF MILWAUKIE:

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

### BUILDING CODES:

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

### BUREAU OF PLANNING:

The professional staff responsible for providing the Portland Planning Commission with the research and information necessary for the Commission's recommendations to the Portland City Council. The Bureau of Planning is responsible for preparation of the Comprehensive Plan and involving citizens in this planning process.  
424 SW Main, 248-4260.

**CAPITAL IMPROVEMENTS PROGRAM (CIP):**

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

**CENTER:**

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

**CENTRAL BUSINESS DISTRICT (CBD):**

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

**CITIZEN INVOLVEMENT:**

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

**COLUMBIA REGION ASSOCIATION OF GOVERNMENTS (CRAG):**

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

**COMMITTEE FOR CITIZEN INVOLVEMENT (CCI):**

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

**COMMUNITY DEVELOPMENT:**

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

**CONDITIONAL USE:**

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

**CORRIDOR:**

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

**CUMULATIVE ZONING:**

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

**DENSITY:**

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

**DOWNZONING:**

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

**EFFLUENT:**

Discharged sewerage.

**FASANO V. WASHINGTON COUNTY BOARD OF COMMISSIONERS:**

A landmark zoning decision in Oregon which found that:

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

**FLOODPLAIN:**

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



**FLOOR AREA RATION (FAR):**

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

**HISTORIC DISTRICT:**

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

**IMPERVIOUS SURFACE:**

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

**INCUBATOR INDUSTRY:**

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

**INFILL:**

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

**INFRASTRUCTURE:**

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

**INTENSITY:**

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

**INTERCEPTOR:**

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

**LABOR-INTENSIVE:**

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

**LAND CONSERVATION AND DEVELOPMENT COMMISSION (LCDC):**

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

**LAND USE:**

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

**LOCAL IMPROVEMENT DISTRICT (LID):**

A system whereby adjacent and benefitting property owners share in the expense of public improvements.

**MAJOR TRAFFIC STREET:**

A city street which is intended to serve as a principle route for movement of traffic to and within major areas of the city.

**MAJOR TRANSIT STREET:**

A city street which is intended to serve as a principle route for transit access to and transit movement within major areas of the city.

**MANUFACTURED HOUSING:**

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

**METROPOLITAN SERVICE DISTRICT (MSD):**

A directly-elected regional government, the first of its kind in the nation, responsible for metropolitan aspects of land use planning and other regional services. The MSD Council will review Portland's Comprehensive Plan for compliance with state goals.

**NONCONFORMING USE:**

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

**OFFICE OF NEIGHBORHOOD ASSOCIATIONS:**

A City of Portland bureau which provides assistance in developing organizations and information exchange within the city network of neighborhood associations. City Hall, Room 413, 248-4519.

**OVERLAY ZONES:**

Overlay zones are special "supplementary" restrictions on the use of land beyond the requirements in the underlying zone. A parcel of land may have more than one overlay zone. For example, land with the underlying zone General Commercial (C2) may be superimposed with both the "A" auto-oriented commercial uses overlay and the "B" buffer overlay zone. Addition of an overlay zone requires the same procedure as a zone change, including neighborhood notification and public hearings. The current zoning code has seven overlay zones. This discussion draft eliminates the Parking Overlay and creates four new overlay zones. The additions are auto-oriented commercial, drainageways, Willamette Greenway and manufactured housing.

**PLAT:**

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

**PORTLAND CITY COUNCIL:**

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

**PORTLAND CITY PLANNING COMMISSION:**

The Planning Commission is composed of nine citizen members appointed by the Mayor and approved by City Council. The Commission's role is advisory; after hearing public testimony and analyzing the planning staff's report, the Planning Commission will recommend a Comprehensive Plan to City Council.

**PORTLAND METROPOLITAN REGION:**

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

**PRINCIPLE USE:**

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

**PURVEYOR:**

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

**ROWHOUSES:**

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

**SHORT TONS:**

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

**SOUND TRANSMISSION CLASSIFICATION (STC):**

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

**STANDARD METROPOLITAN STATISTICAL AREA (SMSA):**

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



**STORMWATER RUN-OFF:**

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

**SUBDIVISION:**

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

**TRANSIT-ORIENTED LAND USES:**

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

**UNIFORM BUILDING CODE:**

See: BUILDING CODES

**UPZONING:**

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

**URBAN GROWTH BOUNDARY:**

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

**VARIANCE:**

The granting of relief from the terms or conditions of a building or zoning law by a public agency vested with the power to authorize it. The granters of a variance usually require a showing that the controlling zoning regulations inflict a special hardship on the owner of the property in question. An example is where conformance to depth or width standards applied to an odd-shaped lot would prevent the owner from placing a home on his or her property unless the variance were granted.

**ZONING:**

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

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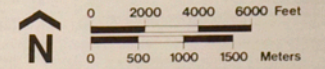
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# Proposed Comprehensive Plan

## Submitted to the Portland City Planning Commission



### Legend

#### City Land Use Designations

- Open Space**  
Includes parks, playgrounds, golf courses, and other identified open spaces.
- Farm and Forest**  
Permits agricultural uses as well as development of houses on lots not less than two acres in size. The most intense zone allowed under this designation is FF.
- Low Density Single-Family**  
Identifies areas subject to significant development constraints and limits residential uses to a maximum lot size of 10,000 sq. ft. Maximum zoning classification permitted is R1B.
- Medium Density Single-Family**  
Identifies areas subject to minor development constraints which would be limited to a maximum residential lot size of 7,000 sq. ft. Maximum zoning permitted is R7.
- High Density Single-Family**  
Continues Portland's most common pattern of single-family development. One house is allowed on a 5,000 sq. ft. lot. Maximum zoning permitted is R2.5.
- Attached Residential**  
Permits a mixture of housing types of a single-family character, including rowhouses, townhomes, and duplexes. Side yards would not be required except adjacent to existing detached single-family homes and on corner lots. Maximum zoning permitted is R2.5.
- Low Density Apartments**  
Permits single-family homes, duplexes, rowhouses and garden apartments. One housing unit would be permitted for every 2,000 sq. ft. of lot area. Maximum zoning permitted is A2.
- Medium Density Apartments**  
Permits single-family homes, duplexes, rowhouses and apartments. This is a variable density designation, allowing a range of 30-60 units per acre based upon a series of "amenity packages." Maximum zoning permitted is A1.5.
- High Density Apartments**  
Permits high-rise apartments. Densities would range from 80 to 250 units per acre. Up to 20% of the building could be used for retail or office space, as a conditional use. Maximum zoning permitted is AX.
- Downtown Apartment**  
Permits high-rise apartments. Up to 20% of the building could be used for neighborhood-oriented commercial. Density would be controlled by a separate overlay and would be based on an allowed ratio of gross building area to site area. Maximum zoning permitted is AX.
- Neighborhood Commercial**  
Permits for neighborhood-oriented commercial uses. Highly auto-oriented uses would not be allowed, site size would be limited, and retail vehicle parking, manufacturing and loading areas could not be located in required yards. Maximum zoning permitted is C4.
- Local Commercial**  
Permits all types of retail and service uses that may benefit from proximity to transit services and local district and neighborhood needs. There is no minimum parking requirements, and auto-oriented commercial uses are not allowed. Maximum zoning permitted is C3.
- General Commercial**  
Allows a full range of commercial uses, and some light industrial activities as a conditional use. Maximum zoning permitted is C2.
- Downtown Commercial**  
Permits high-rise commercial and apartment buildings in the downtown. Building bulk and height would be controlled by an overlay zone to focus development along transit routes and to protect views, open space and historic areas. Maximum zoning permitted is C1.
- Mixed Use**  
Allows a combination of apartment, commercial and light industrial activities. Single-family houses, duplexes, attached housing, and low and medium density apartments are permitted as a percentage of total floor area. Auto-oriented industry, light manufacturing, warehousing and distribution. Maximum zoning permitted is MU.
- Downtown Manufacturing**  
Permits manufacturing activities which require close proximity to the downtown. High density housing would be allowed as well as small commercial establishments oriented to meet the needs of the industrial and residential population. Maximum zoning permitted is M1.
- General Manufacturing**  
Permits all types of manufacturing and all but the heaviest of manufacturing activities. Commercial uses would be allowed only as a conditional use. Housing would not be allowed. Maximum zoning permitted is M2.
- Heavy Manufacturing**  
Permits a full range of manufacturing activities, sea and rail terminals and associated warehousing. Commercial uses would be allowed only as a conditional use. Housing would not be allowed. Maximum zoning permitted is M3.

#### County Land Use Designations

- County Open Space**  
Includes parks, golf courses and other identified open spaces.
- County Farm and Forest**  
Includes agricultural areas and commercial forests.
- County Single-Family Residential**  
Includes all densities of single-family housing.
- County Apartments**  
Includes all densities of apartment development.
- County Commercial**  
Includes all forms and intensities of commercial development.
- County Manufacturing**  
Includes all designations for manufacturing and industrial activity.

