

Guild's Lake Industrial Sanctuary Plan



City of Portland Oregon • Bureau of Planning
Effective December 21, 2001



For more information on the *Guild's Lake Industrial Sanctuary Plan* please contact:

Portland Bureau of Planning
1900 SW 4th Avenue, Suite 4100
Portland, Oregon 97201
Phone: 503/823-7700
Fax: 503/823-7800
TTY: 503/823-6868
E-Mail: pdxplan@ci.portland.or.us
Re: Guild's Lake Industrial Sanctuary Plan

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TTY: 823-6868

Guild's Lake Industrial Sanctuary Plan

Adopted by the Portland City Council November 21, 2001
Ordinance No. 176092
Resolution No. 36041

Effective December 21, 2001



**City of Portland
Bureau of Planning**

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Portland City Council

Vera Katz, Mayor
Jim Francesconi, Commissioner
Charlie Hales, Commissioner
Dan Saltzman, Commissioner
Erik Sten, Commissioner

Portland Planning Commission

Richard Michaelson, President
Steve Abel, Vice President
Ethan Seltzer, Vice President
Ernie Bonner
Richard Fernández
Amanda Fritz
Rick Holt
Marcy McInnelly, AIA
Ingrid Stevens

Portland Bureau of Planning

Vera Katz, Mayor, Commissioner-in-charge
Gil Kelley, Planning Director
Deborah Stein, Principal Planner
Linda Peterson, Chief Planner, Area and Neighborhood Planning Manager

Project Staff

Debbie Bischoff, Senior Planner, Project Leader
Sherry Mills, City Planner
Bill Cunningham, Associate Planner
Nicholas Starin, Associate Planner
Brad Carter, Associate Planner
Carmen Piekarski, GIS Analyst
Jeanne Harrison, AICP, Senior Planner, Portland Office of Transportation

Former Project Staff

Susan Hartnett, AICP, Previous Project Leader
Elizabeth Stepp, City Planner
Delphine Perrais, Community Service Aide

Northwest Industrial Neighborhood Planning Subcommittee

Kitsy Brown-Mahoney
Warren Rosenfeld
Linda Wakefield
Ann Gardner

Additional acknowledgments are located in Appendix D

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Plan Adoption Process

Portland Planning Commission

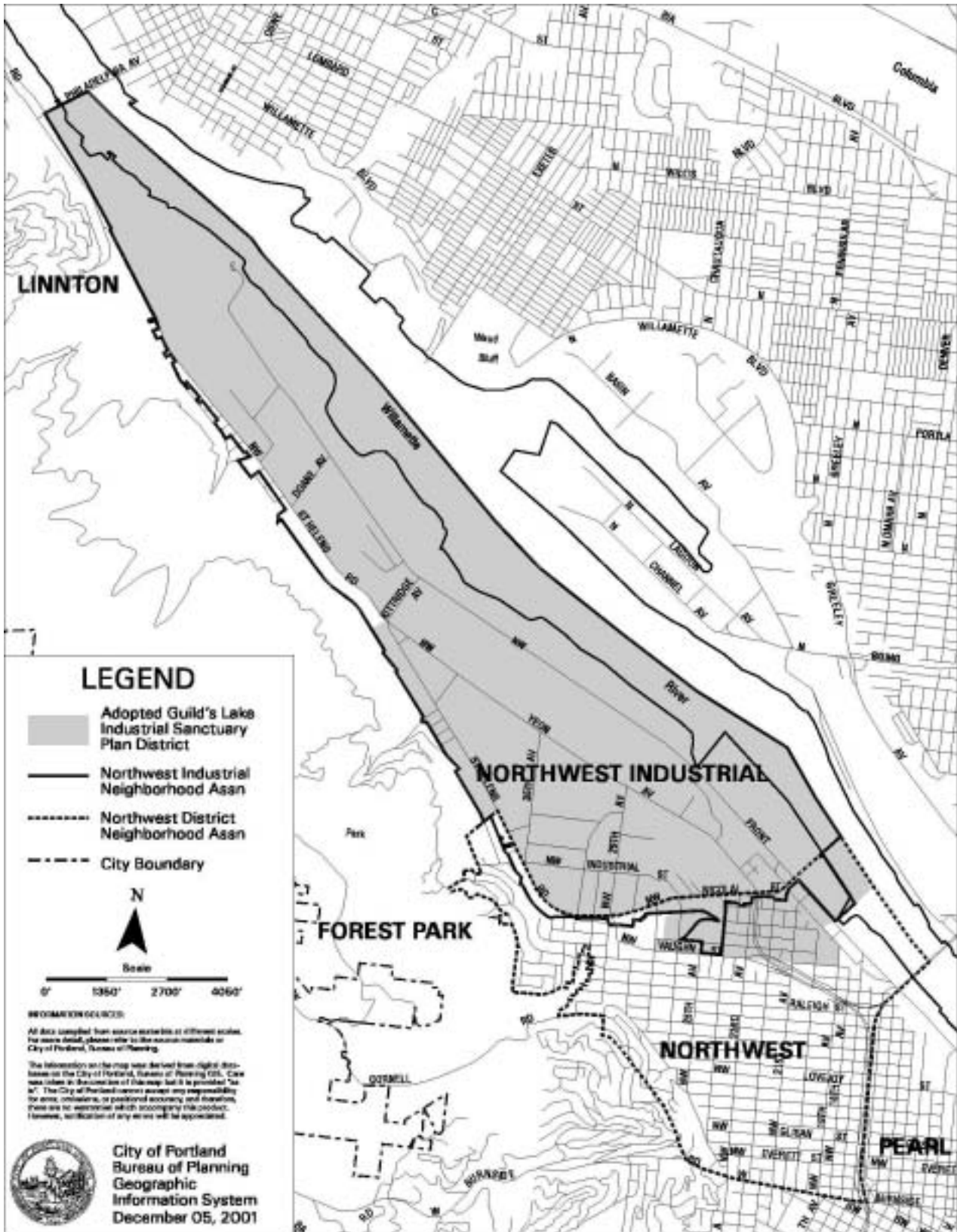
The Portland Planning Commission held a public hearing on the *Guild's Lake Industrial Sanctuary Plan* on September 25, 2001, and made the following recommendations to City Council:

1. Adopt the ordinance that:
 - Approves the *Guild's Lake Industrial Sanctuary Plan*;
 - Amends the *Portland Comprehensive Plan* vision, policies and objectives, and the *Comprehensive Plan Map*; and
 - Amends Title 33: *Planning and Zoning* and the zoning map.
2. Adopt the resolution that approves the action charts contained in *Guild's Lake Industrial Sanctuary Plan*.
3. Direct the Bureau of Planning to work with implementing agencies to identify funding sources and develop strategies that implement the projects, programs and activities identified in the action charts contained in the *Guild's Lake Industrial Sanctuary Plan*.

Portland City Council

The Portland City Council held a public hearing on the plan on November 14, 2001. On November 21, 2001, the City Council voted unanimously to pass, with one amendment, Ordinance No. 176092, which adopts the *Guild's Lake Industrial Sanctuary Plan* and amends the *Comprehensive Plan* and *Zoning Code*. City Council also voted unanimously to pass Resolution No. 36041, which adopts the plan's action charts.

Map 1: Guild's Lake Industrial Sanctuary



Introduction

The Guild's Lake Industrial Sanctuary (GLIS) is located between Forest Park in the West Hills and the Willamette River. It includes portions of two Portland neighborhood associations: most of the Northwest Industrial Neighborhood Association (NINA), and a part of the Northwest District Association (NWDA). The GLIS contains the majority of the industrially zoned land in Northwest Portland and is one of the few remaining large urban industrial districts in the United States.¹ The GLIS boundary is shown on Map 1, opposite page.

The Guild's Lake Industrial Sanctuary area forms an important part of Portland's overall "Industrial Sanctuary," where land is preserved for long-term industrial use. Manufacturing, distribution and other industrial activities have occurred in the GLIS since the late nineteenth century. Over many decades, public and private investments in infrastructure such as marine, rail and highway facilities, as well as investments in industrial physical plants, have made it one of the premier heavy industrial districts in the Pacific Northwest. Industrial businesses continue to thrive in the district, providing well-paying jobs and contributing to the region's economy. However, because of its proximity to mixed-use and residential neighborhoods and the central city, the Guild's Lake Industrial Sanctuary is particularly vulnerable to pressure for redevelopment to nonindustrial uses.

Importance of Industry and Portland's Industrial Sanctuary Policy

Industrial activity is critical to the economy of the city and the region. Industry provides direct economic benefits, such as jobs and local tax revenues generated by industrial firms. It also has a number of indirect and induced benefits as well, known as "multiplier effects." These include jobs created to support industrial activity, such as insurance and financial services, and the complex cycles of spending and respending created by linkages between firms and industries. Multiplier effects result in the creation of jobs, income and wealth beyond that which is created by a firm or industry viewed in isolation. Industrial activity such as manufacturing and shipping often has greater economic multiplier effects than other sectors of the economy, such as retail trade or government services. As such, industry is vitally important to the city's economic health.

Industrial businesses are generally more land-intensive compared to other businesses, such as retail sales or business services. Industrial land uses can also be hard to site because they are often associated with impacts such as noise, odors and 24-hour activity that can negatively affect nearby nonindustrial areas. Land suitable for industrial uses is thus a valuable and finite resource within the city. A recent study indicates a region-wide shortage of readily developable industrial land that could constrain job growth within seven to ten years². Any loss of industrial land therefore represents the loss of an irreplaceable component of the city's economy.

Portland's Industrial Sanctuary policy is designed to preserve and protect industrial lands within the city. This policy is stated, in part, in *Comprehensive Plan Policy 2.14*:

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

¹"Urban" refers to the fact that this industrial area is located relatively close to Portland's urban core and adjacent to high-density residential and mixed-use districts.

² Otak, Inc. et al, *Regional Industrial Land Study for the Portland-Vancouver Metropolitan Area*, December 1999.

The Industrial Sanctuary policy is intended to provide for economic diversity and growth, to ensure a range of employment opportunities, and to preserve Portland's manufacturing base. The *Guild's Lake Industrial Sanctuary Plan* builds upon and refines the citywide Industrial Sanctuary policy by creating policies, objectives and implementation strategies that respond to the unique characteristics and desired future of the Guild's Lake Industrial Sanctuary.

Purpose of the *Guild's Lake Industrial Sanctuary Plan*

The Guild's Lake Industrial Sanctuary Plan provides a policy framework that preserves industrial land in the Guild's Lake Industrial Sanctuary, and protects and promotes its long-term economic viability as an industrial district.

The purpose of the *Guild's Lake Industrial Sanctuary Plan* is to maintain and protect this area as a unique place for a broad variety of industrial land uses and businesses. The plan recognizes the unique role of industrial land in Portland's economy and the importance of industrial businesses in providing living-wage jobs. The plan's vision statement, policies and objectives have been adopted as part of Portland's *Comprehensive Plan* and are implemented through amendments to Portland's *Title 33: Planning and Zoning*. The plan's action charts identify specific projects, programs, and regulations that will help implement the plan's vision, policies and objectives over the next twenty years.

Issues that have Shaped the *Guild's Lake Industrial Sanctuary Plan*



In many American metropolitan areas, industrial and distribution operations have increasingly relocated away from central city locations to the peripheries of cities and to the suburbs. In some places, inner-city industrial districts have given way to redevelopment for other uses—or have simply been abandoned—resulting in the loss of well-paying industrial jobs and inefficient use of urban land. However, Portland's Guild's Lake Industrial Sanctuary (GLIS) remains an economically successful industrial district. A combination of public policy, long-term infrastructure investments, excellent highway, rail and marine access, and the commitment of the area's businesses have helped the district remain a vital employment and commerce-generating location.

While still a functioning, viable industrial area, the GLIS has come under increasing pressure for changes to land use and development patterns that could diminish its role as a premier industrial district. This plan provides a policy and regulatory basis for preserving and enhancing the function of the Guild's Lake Industrial Sanctuary as a stable industrial district into the future. The following overview summarizes the main issues that have shaped the development of this plan.

- **Industrial and mixed-use areas near the GLIS are being redeveloped or are planned for long-term, nonindustrial use. This creates pressure for additional nonindustrial redevelopment within nearby industrial areas. Market forces and the dynamics of land values could drive many of the current industries out of the GLIS.**

As a result of public policy and market trends, nearby areas such as the River District and parts of Northwest Portland are experiencing rapid changes in development patterns. These areas are shifting away from industrial and distribution uses towards a more mixed-use and residential urban character. This is a long-term trend that has steadily reduced the land available for industrial use in Northwest Portland over the past few decades. The recent examples cited below illustrate this trend and highlight the pressure that has been put on industrial businesses and land owners.

The Port of Portland's Terminal 1, adjacent to the Guild's Lake Industrial Sanctuary toward the southeast, historically served the northwest industrial area with marine transportation facilities. Approximately half of this 40-acre property was removed from the Industrial Sanctuary in 1995 and is currently being planned for redevelopment as an intensive mixed-use residential project. In 1997, the 4-acre "Lutz Tire site," just southeast of the GLIS, was also removed from the Industrial Sanctuary. Adjacent to the GLIS on the north, several industrial properties are being suggested for zone changes to nonindustrial uses by the Linnton Neighborhood Association, as part of their neighborhood planning process. Other proposals for removing Industrial Sanctuary designations in Northwest Portland have failed, but have caused considerable controversy and helped create a climate of uncertainty among industrial businesses in the area.

Speculative pressure for commercial or residential redevelopment of industrial lands, and resulting escalating land values, can create difficulties for industry retention, relocation and attraction. Because industrial uses are outbid by the higher premiums offered for commercial and residential land, it is difficult for industrial uses to compete in an open urban land marketplace. The threat of rising demands on public facilities and potential land use conflicts can also inhibit industry. Increased protections for the GLIS will encourage a more stable industrial environment that could better withstand pressures for change to nonindustrial uses.

The Northwest Industrial Neighborhood Association (NINA) has coordinated with adjoining northwest neighborhoods over a two-year period to reach an agreement that allows the transition of some industrially zoned lands outside the GLIS to nonindustrial uses. However, many of the heavy industrial uses within the GLIS, such as metal and chemical manufacturing and marine shipping, serve important and unique functions that could not be duplicated elsewhere in the region and should not be included in this transition.

- **The existence or expansion of nearby residential and mixed-use areas creates potential land use and traffic conflicts with industrial operations in the GLIS.**

The increased pace of residential and mixed-use development in areas near the Guild's Lake Industrial Sanctuary creates opportunities and challenges for industrial businesses. Housing located within close proximity of the GLIS can provide opportunities for employees to live near where they work. However, this proximity can threaten the stability of both the GLIS as a center of industrial activity and that of nearby residential areas, as these types of land uses have very different needs. When located near each other, conflicts between residential and industrial land uses can arise from typical industrial operations, such as noise and odor emissions, 24-hour operations, and heavy truck traffic. Also, additional housing and mixed-use development may

add additional traffic to primary roads through the GLIS that may impact the movement of truck traffic through the district.

- **Land use conflicts and pressure for nonindustrial redevelopment can be accelerated by the existence of nonindustrial uses within industrial areas.**

Existing zoning regulations allow some nonindustrial land uses, such as limited amounts of retail and other commercial uses, within industrial sanctuaries. While these uses can provide needed goods and services to industrial businesses and employees, they can potentially increase traffic conflicts with trucks, on-street loading and similar industrial activities. Over time, these nonindustrial uses can also potentially provide a catalyst for pressure to rezone or redevelop nearby industrial lands to other nonindustrial uses.

- **The Guild’s Lake Industrial Sanctuary is a unique and important part of the city and the region. As a valuable source of well-paying jobs and regional, national and international commerce, the GLIS is a vital component of the region’s economy.**

The GLIS contains a broad array of industrial and manufacturing businesses, including an important agglomeration of metals manufacturing and fabrication operations, making it a unique place in the region. GLIS businesses provide goods and services to customers—both end users and other industrial firms—throughout the Portland region. The district is also equipped with intermodal transportation facilities that enable it to serve the nation, the Pacific Rim and other worldwide markets. The GLIS’s businesses and facilities help make Portland the leading exporter in the state, and Oregon one of the top ten exporting states in the country.

The GLIS’s businesses also provide family-wage jobs and supply products and services that help to diversify the local economy. In addition, the number of jobs that are created and supported by heavy industry—for instance, insurers, accountants, and parts suppliers—is much greater than those actually employed within industry. If the Portland region loses these industries and the support for the area’s intermodal facilities to other regions or cities, Oregon could suffer in its position as a significant import-export center and lose well-paying industrial jobs and related employment. If the City of Portland were to lose GLIS manufacturing jobs to the suburbs, significant social losses would be incurred by the city: there would be higher overall costs due to lost agglomeration economies; there would be an overall loss of income as high-paying manufacturing jobs were replaced with nonmanufacturing jobs; and the loss of some manufacturing firms would spur yet more flight of manufacturing firms prior to fully amortizing their capital investments.

- **The Guild’s Lake Industrial Sanctuary represents a significant long-term public and private investment. Public and private facilities and infrastructure that support industrial operations would be difficult to recreate elsewhere in Portland.**

Intermodal transportation facilities that support heavy industrial uses, such as marine terminals, railyards and public roads, represent major long-term public and private investments. In addition, industrial firms have invested heavily in highly specialized industrial equipment and buildings. Resiting heavy industry within the Portland metropolitan area would necessitate finding or creating a large supply of industrially zoned land, with intermodal rail and marine terminal facilities and interstate freeway access. Public and private expenditures would be staggering if heavy industrial uses and supportive infrastructure were to be introduced to

another area of the city. In addition, there would likely be extensive opposition from nearby residents and businesses.

- **Global economic shifts, the rise of service- and information-based economies and changes in manufacturing and distribution practices create challenges for industrial businesses and districts. However, manufacturing and distribution will continue to be needed and important elements of our economy.**

Larger economic forces such as new technology and communications systems are changing the ways that industrial production takes place and businesses operate. For example, businesses now increasingly rely on “just-in-time” deliveries of supplies and materials to cut down on warehouse space. However, the just-in-time system of distribution and manufacturing requires a transportation system that is able to move goods quickly, and its viability can thus be compromised by traffic congestion. Also, changes in telecommunications and computer technology are changing how products are produced, marketed and distributed, and are allowing increasing numbers of employees to telecommute. A public policy and regulatory framework must exist that can accommodate responses to such changes.

The rise of the service- and information-based economy creates challenges for traditional heavy industry. However, while manufacturing is declining as a percentage of overall national economic activity and employment, it is still growing in overall terms—just not as fast as some other sectors. Heavy industry and manufacturing will remain a needed and critical part of both the local and national economies, providing valuable jobs, goods and services. While ongoing transformations within the global economy may necessitate changes in industrial business practices, it remains clear that society will continue to need physical goods—and an adequate supply of land where they may be manufactured, processed, stored and shipped.

As one of the few large areas in Portland with heavy industrial zoning and abundant industrial uses, the Guild's Lake Industrial Sanctuary represents a finite resource. If this resource is not preserved as a viable industrial area, existing and future heavy industrial businesses will have little choice but to locate outside the city or region, resulting in a serious loss to the local economy.

- **Protecting and supporting industrial districts close to Portland's Central City is supportive of regional and local land use planning and policies.**

Metro's *Region 2040 Growth Concept Plan* calls for making more efficient use of land within the region's urban growth boundary (UGB). This approach protects agricultural and forest land, promotes a more efficient land use pattern and reduces the need to build more extensive transportation systems and other infrastructure. In association with local jurisdictions, regional targets for future job and housing growth have been established as part of Metro's long-term regional planning efforts. At the same time that Portland is committing to accommodate its fair share of regional residential growth, it also needs to retain and increase employment opportunities. Protections for industrial districts like the GLIS help to preserve and enhance living-wage job opportunities within the city and region.

How this Plan was Developed

The effort to develop an industrial area plan in the northwestern portion of the city was initiated in 1996 by the Northwest Industrial Neighborhood Association (NINA) in response to City Council Resolution No. 35534. In 1989 and again in 1994-95, Price Costco, a “big box” retailer, proposed redeveloping an industrial site within the Northwest Industrial Sanctuary. Both proposals were denied by Council upon appeal. The controversial proposals, which would have resulted in large-scale commercial development and a significant increase in traffic, provided the impetus to seek greater protections for the northwest industrial area.

In 1995, at City Council’s invitation, NINA formed the Northwest Industrial Sanctuary Task Force. The task force produced and submitted to City Council a report recommending additional protections for the Northwest Industrial Sanctuary area. The task force’s recommendations have shaped the scope and policies of this plan. City Council recognized that the report’s recommendations could affect the Pearl District, the Northwest District (NWDA), and Linnton neighborhoods. One outcome was that NINA would, at their own expense, develop a neighborhood plan to be submitted to the Bureau of Planning for consideration, and would also submit transportation recommendations to the Portland Office of Transportation for their consideration.

A seven-member steering committee was appointed by the president of NINA to lead the effort to develop a neighborhood plan. The steering committee included a Bureau of Planning staff member and a Neighbors West/Northwest representative. In 1996, NINA contracted with Cogan Owens Cogan (COC), a Portland consulting firm, to undertake the planning work. COC began by collecting background information and conducting stakeholder interviews to determine the need for and scope of the neighborhood plan.



In 1996, the City Council recommended that the four northwest neighborhood associations with industrial zoning agree on issues relating to long-term industrial land use. Because of its close connection with ongoing planning efforts in adjacent neighborhoods, and consistent with City Council direction, NINA sponsored a workshop to determine how the four northwest neighborhoods could work together on issues of common interest. An outgrowth of this workshop was the formation of the Northwest Industrial Sanctuary Working Group (SWG). The SWG coalition reached consensus in 1999 on recommendations for criteria and boundaries of industrially zoned areas, including establishing “buffer areas” between industrial and residential and mixed-use areas. The SWG agreement provided a foundation for GLIS planning and included the following joint recommendations to the City of Portland:

1. *Create a Northwest Industrial Plan District: the boundaries for the plan district would be NW Vaughn on the south to NW 19th on the east. The northern boundary would be the St. Johns*

Bridge. The western boundary would be the centerline of St. Helens Road and the eastern boundary would be the Willamette River. Upon formation of the Northwest Industrial Sanctuary Plan District, all current comprehensive plan industrial sanctuary zoning will be removed from all areas of the Pearl District Neighborhood Association.

2. *State in writing that industrial sanctuary protections would no longer apply to the areas zoned IG that are outside the boundary of the plan district.*
3. *Buffer zones will be determined by the respective four neighborhoods. Whenever appropriate and possible, the two-block buffer zone should exclude new residential zoning. Highway 30 will act as the only buffer between the NW Industrial Sanctuary Plan District and the Linnton Neighborhood Association in the Willbridge area beginning at NW Kittridge Road and extending north to the St. Johns Bridge. This is necessary in order to allow development to be planned in the Willbridge area including possible residential development.*

As a result of the SWG work, the concept of a policy plan and implementing plan district regulations for the Northwest Industrial Sanctuary, as well as the transition of industrially zoned lands south of NW Vaughn to nonindustrial zones, was agreed upon by all four participating northwest neighborhood associations.

The location and characteristics of the “buffer zones” mentioned in the SWG agreement are the subject of ongoing discussions between affected neighborhoods, citizens, and Bureau of Planning staff. Because the interface between industrial and nonindustrial lands, especially along NW Vaughn Street, involves areas outside the boundaries of the GLIS, this issue will be addressed as part of the *Northwest Area Plan* project, which will examine land use issues south of NW Vaughn. *GLIS Plan* policies, regulations and action charts pertaining to the industrial/nonindustrial interface can potentially be amended with the adoption of the *Northwest Area Plan* in early 2003, if necessary.

The *NINA Neighborhood Plan* was completed in 1997 and revised in 1999. In 1999, City Council provided funding for the Bureau of Planning to review the plan and move it through the city adoption process. This plan is the result. Based on the SWG agreement, the boundary of the study area was expanded beyond NINA’s border to include Industrial Sanctuary land north of Vaughn within NWDA. Relevant sections of the 1999 NWDA Board-adopted *Northwest District Neighborhood Plan* have also been incorporated into this plan. In 2001, with the agreement of the neighborhood associations that participated in the SWG, as well as the Forest Park Neighborhood Association, the boundary of the GLIS was expanded to include some of the industrially zoned land on the west side of Highway 30. The boundary of the GLIS is shown on Map 1.

The *Guild’s Lake Industrial Sanctuary Plan (GLIS Plan)* is built upon the foundation of NINA’s *Neighborhood Plan* as well as relevant parts of the *Northwest District Neighborhood Plan*, adopted by the NWDA Board in 1999. Work on the *GLIS Plan* was informed by input from a NINA Board Planning Subcommittee as well as the Northwest Planning Citizen Advisory Committee (CAC), composed of community residents, businesspeople and property owners from NINA, NWDA, the Pearl District and Linnton (see Appendix D). The Northwest Planning Technical Advisory Committee (TAC), composed of representatives of state, regional, county, and city agencies, as well as private sector utilities, has also advised planning staff in the crafting of the plan’s policies and regulations. The CAC and TAC worked closely with project staff and provided valuable input and assistance in development of this plan.

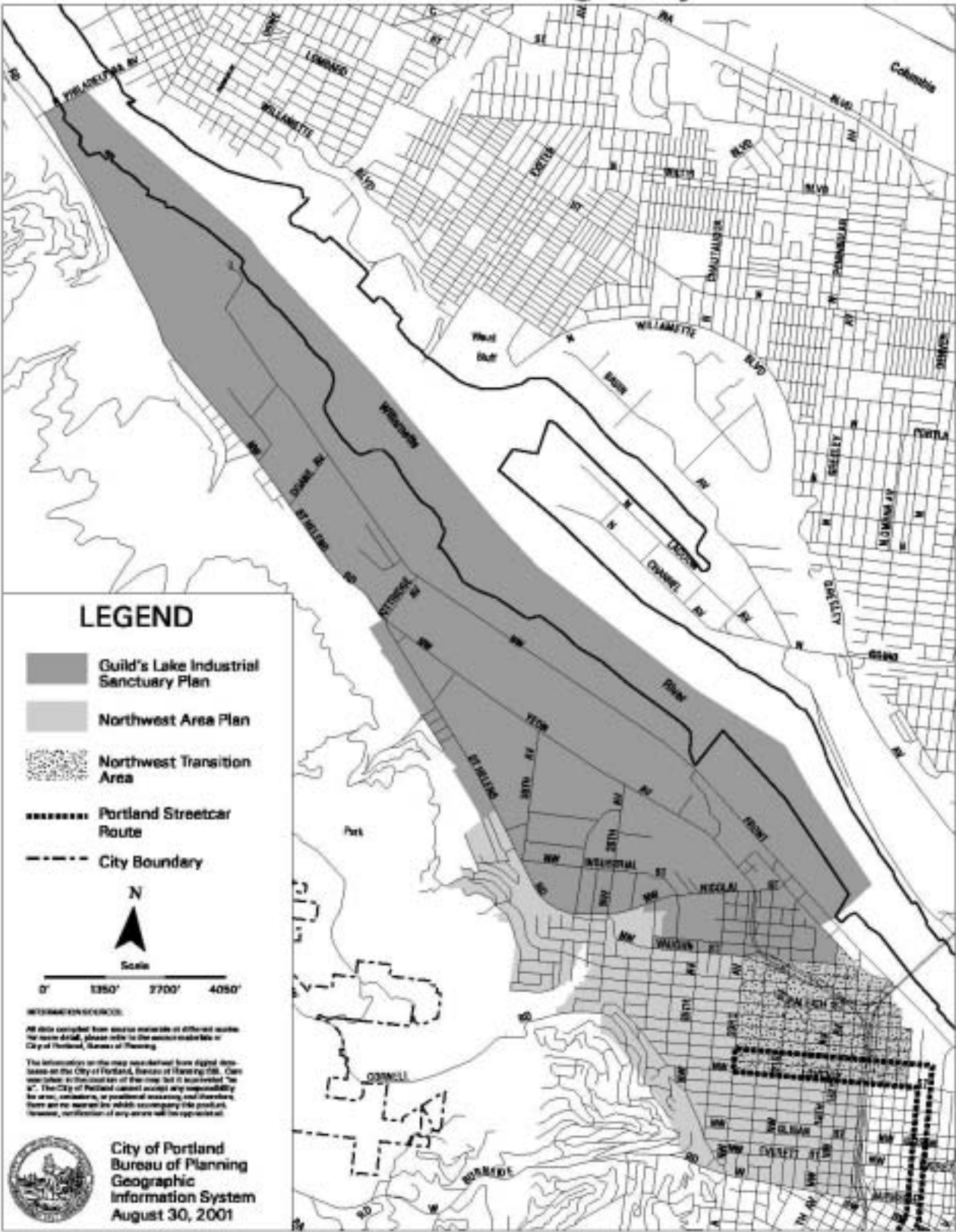
Related Planning Projects

In 1999 City Council directed the Bureau of Planning to propose regulatory changes to transition industrially zoned lands south of the Guild's Lake Industrial Sanctuary from industrial to employment, residential and mixed-use zoning. This "Northwest Transition Area" planning effort began in conjunction with the *GLIS Plan*.

In June 2000, City Council directed the Bureau of Planning to work on reviewing and processing the *Northwest District Neighborhood Plan*, which was developed by the Northwest District Neighborhood Association (NWDA) and approved by the association board in 1999. This plan proposes a new policy and land use framework for the neighborhood. Following City Council's direction, the Bureau of Planning initially concentrated on processing the *Guild's Lake Industrial Sanctuary Plan*, although planning for the Northwest Transition Area, which includes parts of both NWDA and the Pearl District, has begun. With final adoption of the *Guild's Lake Industrial Sanctuary Plan*, planning staff is accelerating the review and processing of the NWDA *Neighborhood Plan* and combining it with transition area planning within the *Northwest Area Plan* Project. The *Northwest Area Plan* will create a policy framework, land use regulations and an action agenda designed to guide future public and private investments in a large part of Northwest Portland. The study area includes most of the Northwest District Association (NWDA) neighborhood and a portion of the Pearl District (see map, reverse). The plan will replace the adopted 1977 *Northwest District Policy Plan* and incorporate elements of the 1999 NWDA Board-adopted *Northwest District Neighborhood Plan*. The *Northwest Area Plan* will address a number of land use and transportation issues and will include a focus on Metro-designated 2040 mixed-use areas, such as NW 23rd and 21st Avenues, and the Northwest Transition Area, which has traditionally been industrial in character, but is expected to transition to employment, residential and mixed uses.

Taken together, the *Northwest Area Plan* and the *Guild's Lake Industrial Sanctuary Plan* are intended to facilitate the continuing evolution of Northwest Portland south of NW Vaughn Street into a diverse urban neighborhood, while further strengthening protections to the industrial land north of Vaughn Street. The boundaries of these Northwest planning project areas are shown on Map 2.

Map 2: Northwest Planning Projects



Scope of the *Guild's Lake Industrial Sanctuary Plan*

This plan pertains to the area designated as the Guild's Lake Industrial Sanctuary plan district (see Map 1). The boundary of the GLIS plan district reflects the Northwest Industrial Sanctuary Working Group's (SWG) agreement regarding the boundaries for industrial lands in Northwest Portland. It includes most of the Northwest Industrial Neighborhood Association's area and a portion of the Northwest District Association between NW Nicolai and NW Vaughn Streets. The GLIS's southern boundary (essentially NW Vaughn Street and the US 30 ramp structure) provides the so-called "steel curtain barrier," which separates long-term industrial land from current and future nonindustrial land.

City Council adoption of the *GLIS Plan* with its special plan district regulations is a major step in defining the relationship between industrial and nonindustrial lands in Northwest Portland. The Bureau of Planning is also working with the community to transition the industrially zoned land south of NW Vaughn Street into other employment, commercial, residential or mixed-use zoning as part of the *Northwest Area Plan* process, which is scheduled for adoption in early 2003.

Plan Structure

The *Guild's Lake Industrial Sanctuary Plan* is organized into several parts. The introduction is followed by a brief background and existing conditions section that provides a context for the main elements of the plan. The rest of the plan is divided into four main sections:

- **Vision:** The vision statement describes the Guild's Lake Industrial Sanctuary in the year 2021, with the *GLIS Plan* fully and successfully implemented. The vision is intended to guide implementation of this plan, and set the standard against which to measure the plan's success.
- **Plan Policies, Objectives and Implementation Actions:** The policies in this plan are designed to further the vision. Each policy includes objectives that are specific desired outcomes or targets that implement the plan's policies. Policies and objectives are adopted by City Council through an ordinance and have the binding force of law.

The implementation actions, listed on the charts below the objectives, are specific courses of action that can fulfill the objectives and policies. They can be adjusted and updated over time. Some actions may be modified or replaced with other actions found to be more feasible, and other willing implementors may be identified. Agencies and other organizations are shown as implementors – these are possible partners in completing the action item. This listing of action item implementors is an expression of interest and support, with the understanding that circumstances will affect the implementors' ability to take action. Action charts are adopted by City Council resolution and do not have the binding force of law.

- **Comprehensive Plan Amendment:** A new *Comprehensive Plan* Policy 5.11 ties the *Guild's Lake Industrial Sanctuary Plan* to Portland's adopted *Comprehensive Plan*, and makes the *GLIS Plan's* vision, policies and objectives part of the *Comprehensive Plan*.

- **Zoning Code Text Amendments:** The policies and objectives of the *GLIS Plan* will be implemented, in part, through new land use regulations adopted with the plan. These include the creation of a plan district and other changes to the City's *Title 33: Planning and Zoning*. The base zoning designations of land within the GLIS have not been changed by this plan.



Background and Existing Conditions

This section provides a context for the Guild's Lake Industrial Sanctuary and the policies and zoning code amendments of this plan. Additional background information is available from the documents listed in Appendix C. In particular, the NINA *Neighborhood Plan* and the Northwest Industrial Task Force Report provide useful information.

History

The area that would become the City of Portland was populated by Chinook-speaking tribal groups prior to settlement by European Americans. Like much of Portland's low-lying west side, the area now called the Guild's Lake Industrial Sanctuary was swampy and not especially favored by the indigenous Multnomah people. Early explorers and fur traders noted the existence of Multnomah villages on Sauvie Island and across the Willamette River to the south, in what would become Linnton and Northwest Portland. In the 1830s, diseases brought by white traders decimated the indigenous population, with death rates as high as 90 percent in the lower Columbia basin.

Peter Guild was one of the first white settlers in the Northwest Portland area. His 1848 donation land claim of 598 acres covered much of today's GLIS. Guild's property included the shallow lake that bore his name, pasture land and a popular tavern and "resort." One of the area's first industrial uses was a sawmill constructed in the early 1880s by Nicholas Versteg. Located relatively far from downtown, the northern sections of the GLIS remained largely undeveloped until after the turn of the century, while in the southern portions and along the waterfront, early industrial uses included lumber mills, grain storage, railroads and docks. The Guild's Lake Rail Yard, constructed by the Northern Pacific Railroad in the 1880s, served as a major switching facility for a number of the city's railroads.

Industrial development in the area accelerated in the first half of the twentieth century. The 1905 Lewis and Clark Exposition, located on an artificial island in Guild's Lake, was instrumental in spurring the growth of the city and Northwest Portland. Following the exposition, Guild's Lake and surrounding lowlands were filled with soil sluiced from residential development in the West Hills and sediment dredged from the Willamette. Edward Bennett's 1912 *Greater Portland Plan* recognized the suitability of the area for industrial development and recommended its expansion for industrial, warehousing and freight-moving land uses. In 1913, the *Oregon Journal* noted that "Guild's Lake has been transformed from a muddy and unattractive sheet of water into a modern up-to-date industrial center...which is rapidly filling up with the manufacturing and industrial plants that have been operating for years in other parts of the city."³ The lake was completely filled by the mid 1920s and industrial operations proliferated in the southern sections of the Guild's Lake Industrial Sanctuary.

The deepening of the Willamette River Channel from the 1890s through the 1930s helped to ensure Portland's role as a preeminent West Coast deep water port. The completion of Municipal Dock No. 1 (later Terminal 1, operated by the Port of Portland) in 1914 provided the Guild's Lake area and the city with up-to-date marine facilities and facilitated shipping connections to foreign and domestic ports.

The interface of marine and rail facilities in the Guild's Lake area, combined with its proximity to the downtown, helped to make it the preeminent industrial district within the city. The construction of NW Yeon Avenue in 1930 provided improved access and facilitated the increasingly important role

³ Quoted in: E. Kimbark MacColl, *The Shaping of a City: Business and Politics in Portland, Oregon 1885 to 1915*, 1976, p. 470.

of trucking as an industrial transportation mode. Following World War II, large-scale industrial businesses expanded in the Guild's Lake area, particularly in the northern sections, where chemical and petroleum processing and storage facilities located. An agglomeration of metals manufacturing and processing companies emerged as an important component of the local economy. Today, industrial operations in the Guild's Lake Industrial Sanctuary include manufacturing, fabrication and processing, warehousing, transportation and industrial services.

Land Use and Zoning

The land use information discussed below is drawn from a land use inventory of a large part of Northwest Portland, conducted by the Bureau of Planning in 2000. Land uses were determined from the public right-of-way, and the inventory is therefore subject to limitations. For instance, when more than one land use category applies to a site, it is often difficult to ascertain which use is predominant. This problem is particularly difficult in industrial areas. From the street, it may be impossible to distinguish "Wholesale Sales" from "Warehouse" operations, for instance. In the land use tables below, only the predominant land use is counted if a parcel has more than one.

The Guild's Lake Industrial Sanctuary is 1,625 acres in size, including 220 acres devoted to rights-of-way⁴. Industrial land uses are overwhelmingly predominant in the district. The land use inventory indicates that over 89 percent of the area (excluding rights-of-way) is devoted to industrial uses. Over three percent of the GLIS's area is occupied by land uses categorized as "other," which includes railroad lines, utility corridors and radio transmission facilities. Commercial uses (primarily offices and retail) constitute just over two percent of the area. Just one-tenth of one percent of the area is devoted to residential uses, primarily in the southern portion of the district. These residential uses have generally been "grandfathered in" as nonconforming uses. Over four percent of the district is classified as vacant land. Table 1 below summarizes existing land uses in the Guild's Lake Industrial Sanctuary. Map 3 depicts the area's overall land use pattern.

Table 1: Land Uses in the Guild's Lake Industrial Sanctuary

Land Use	Tax Lots	Square Feet	Percent of Lots	Percent of Area	Average Lot Size
Industrial	418	54,652,608	71.3%	89.3%	130,748
Vacant	41	2,756,599	7.0%	4.5%	67,234
Other (Rail Lines, Utility Corridors, etc.)	57	2,041,177	9.7%	3.3%	35,810
Commercial	34	1,259,797	5.8%	2.1%	37,053
Institutional	12	395,212	2.0%	0.6%	32,934
Residential	24	69,395	4.1%	0.1%	2,891
Total	586	61,174,789	100.0%	100.0%	104,394

⁴ To be consistent with established zoning lines, the boundary of the plan area encompasses parts of the Willamette River. All land use figures exclude areas within the river.

Within the industrial land use category, there are several subcategories. Together, manufacturing and warehousing/freight movement account for almost 80 percent of the industrial land. Twelve percent of the area is devoted to rail yards. Seven percent is devoted to industrial services. Table 2 below summarizes industrial land uses in the district.

Table 2: Industrial Land Uses in the Guild’s Lake Industrial Sanctuary

Industrial Uses	Tax Lots	Square Feet	Percent of Lots	Percent of Area	Average Lot Size
Warehouse/Freight Movement	223	29,288,983	53.3%	53.6%	131,341
Manufacturing/Production	76	14,261,677	18.2%	26.1%	187,654
Railroad Yards	18	6,625,951	4.3%	12.1%	368,108
Industrial Service	95	3,904,147	22.7%	7.1%	41,096
Waste-Related	4	484,090	1.0%	0.9%	121,022
Wholesale Sales	2	87,762	0.5%	0.2%	43,881
Total	418	54,652,608	100.0%	100.0%	130,748

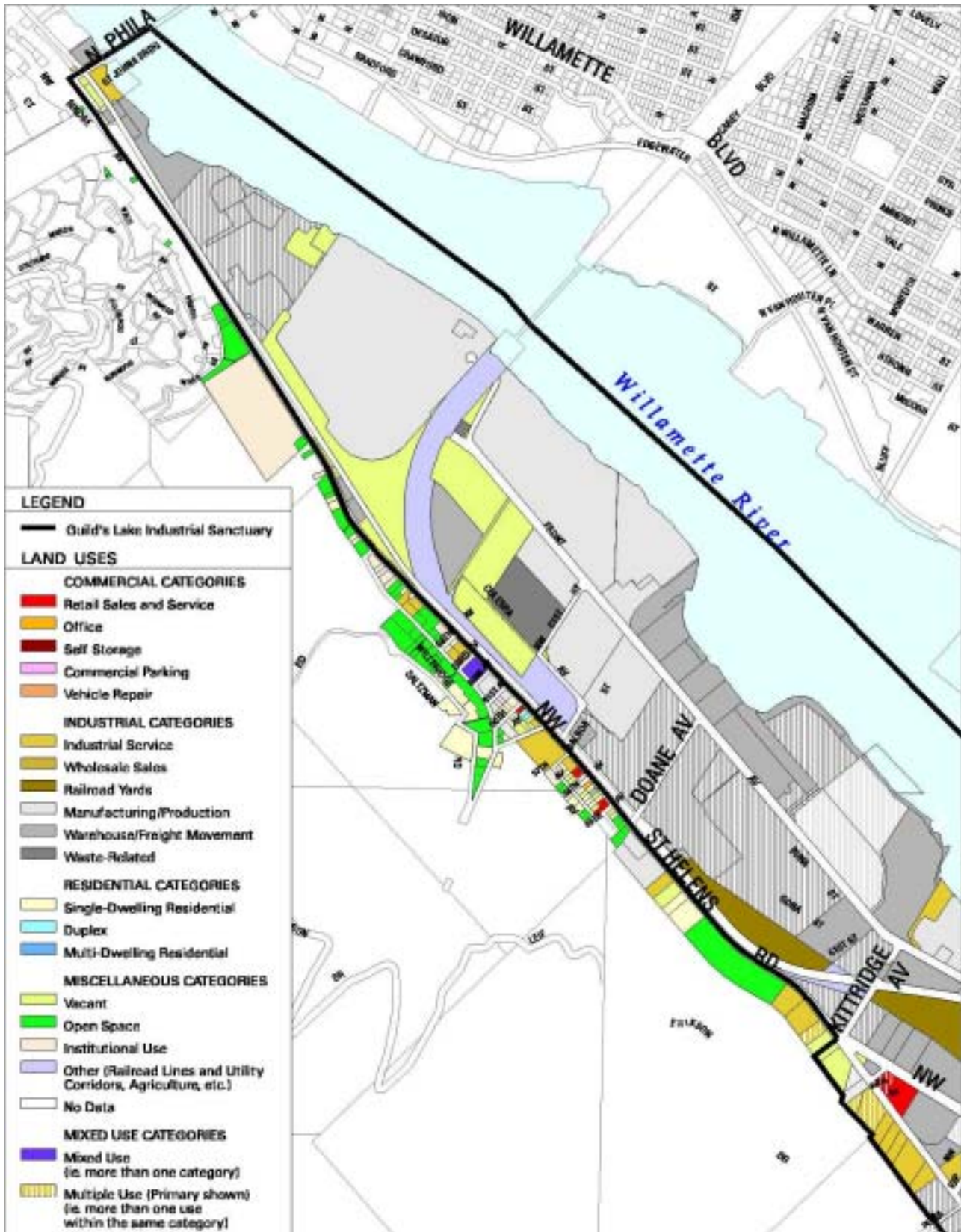
Large lots are prevalent in the area, making it attractive to industrial businesses. Smaller lots are more common in the southern portions of the area, where development occurred earlier, and a more regular block pattern is evident. Eighty percent of the GLIS’s land area is contained in lots greater than 100,000 square feet. For the 121 lots over 100,000 square feet, the average size is over 400,000 square feet. Individual industrial sites will actually be of a larger average size, because they are often made up of more than one contiguous tax lot. Table 3 below summarizes the sizes of lots in the area.

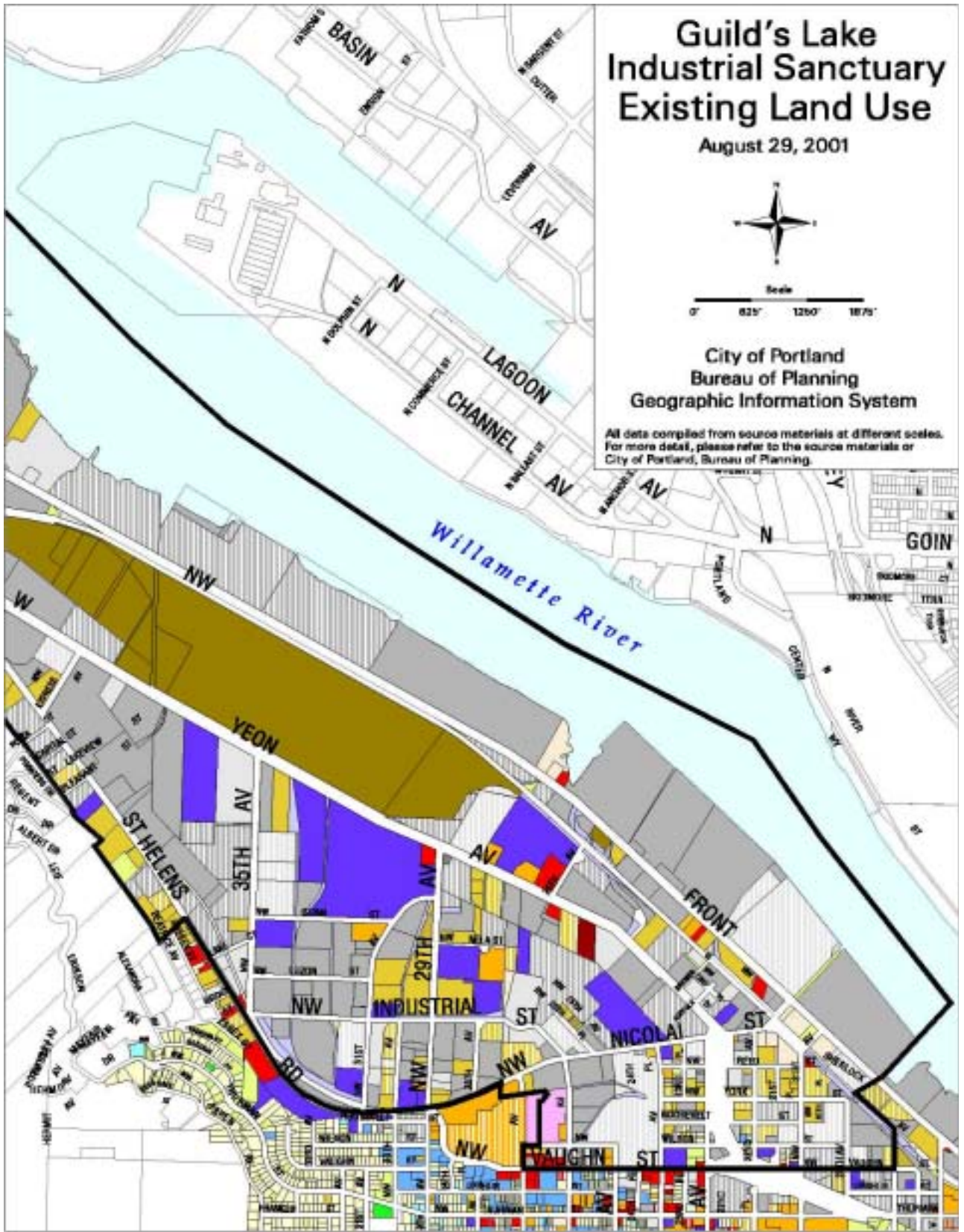
Table 3: Lot Sizes in the Guild's Lake Industrial Sanctuary

Lot size	Tax Lots	Square Feet	Percent of Lots	Percent of Area	Average Lot Size
Less than 10,000 SF	157	648,108	26.8%	1.1%	4,128
10,000-25,000 SF	126	2,047,220	21.5%	3.3%	16,248
25,001-100,000 SF	182	9,744,845	31.1%	15.9%	53,543
More than 100,000 SF	121	48,734,615	20.6%	79.7%	402,765
Total	586	61,174,789	100.0%	100.0%	104,394

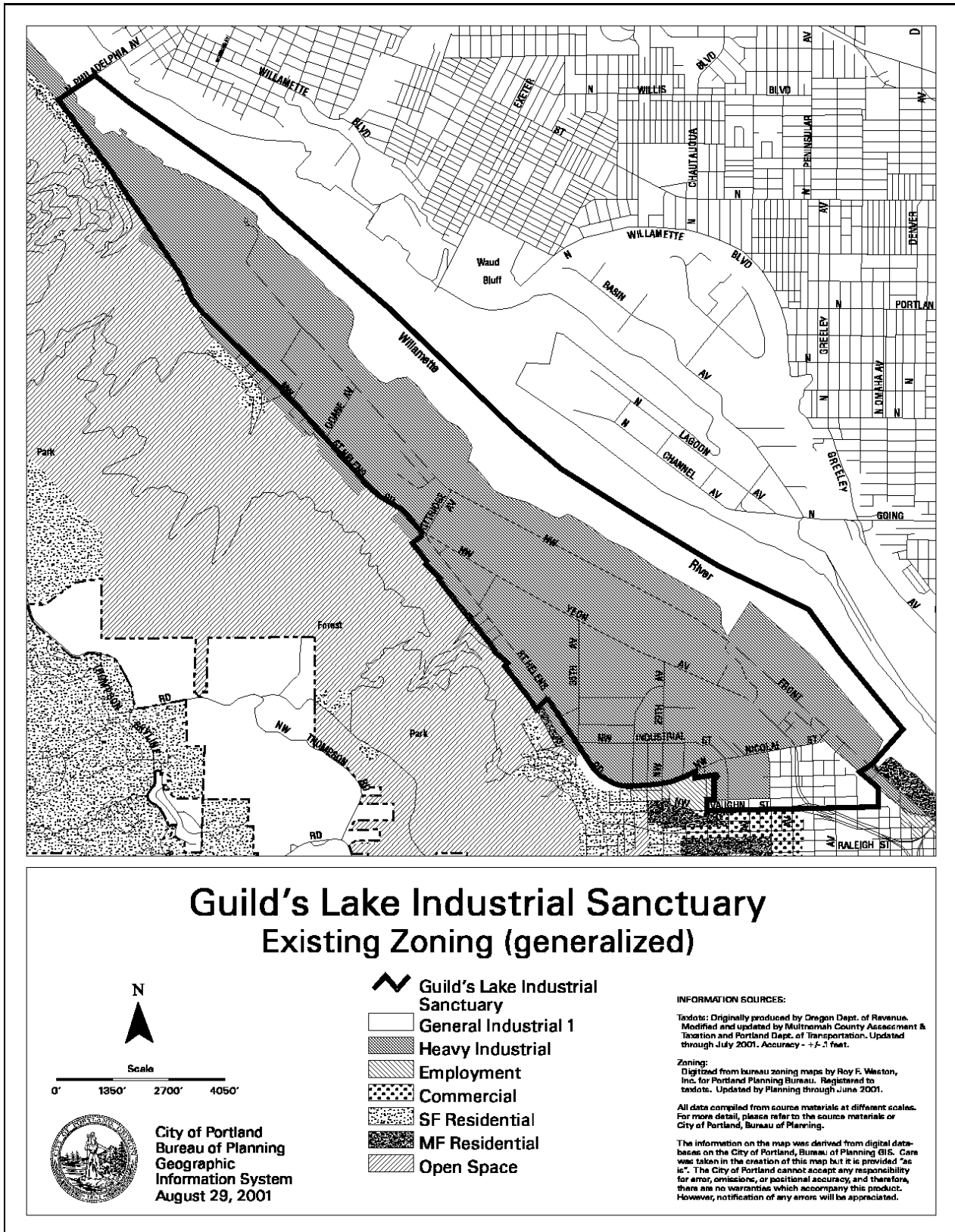
All of the study area is designated as Industrial Sanctuary (IS) in Portland’s *Comprehensive Plan*. Heavy Industrial (IH) zoning covers the majority of the area, with General Industrial 1 (IG1) zoning along NW Vaughn Street and in the southeastern portion of the area. Both zones allow a broad array of industrial operations, while other uses are restricted to prevent potential land use conflicts. IG1 zoning is generally applied in older industrial areas with smaller lots and a grid block pattern. Map 4 indicates the zoning pattern of the GLIS and adjacent areas.

Map 3: Existing Land Uses





Map 4: Existing Zoning



Transportation

The Guild's Lake Industrial Sanctuary's present and future success as an industrial district is linked to the maintenance and enhancement of its connections to regional, national and international markets through its excellent road, rail and water transportation networks.

Major highways in the Guild's Lake Industrial Sanctuary include US 30 and the I-505 freeway. These highways link the area to other parts of the region and the interstate highway system. Highway 30 is a major route connecting Portland with the northern Oregon and southern Washington coasts. Through the GLIS, US 30 follows I-505, NW Yeon and St. Helens Road. It is an important recreational, commuter and commercial traffic corridor and is designated as a Statewide Highway and Freight Route in the Oregon Highway Plan. The state-adopted corridor plan for US 30 recommends system improvements that will accommodate expected growth in the corridor, as well as improvements to local street networks to reduce local trips on US 30. The plan recommends improvements such as the construction of additional turning lanes, which could help trucks accessing the GLIS from the highway. The corridor plan also recommends that the two offset intersections at NW Saltzman Road and NW Balboa Street be realigned to reduce turning conflicts and congestion.



Other important roads within the Guild's Lake Industrial Sanctuary include NW Yeon, NW Vaughn, NW Front, NW Wilson, NW Nicolai and NW Kittridge. The entire area is within the City's Northwest Truck District, which is intended to provide for convenient truck movement. The GLIS's street system operates at acceptable levels except at a few intersections during the peak hours. The NW Kittridge Bridge at NW Yeon Avenue has been identified by the City as needing seismic upgrading sometime in the future.

The St. Johns and Fremont Bridges, at opposite ends of the district, provide connections to the east side of the Willamette. The Oregon Department of Transportation will be carrying out a two year rehabilitation project for the St. Johns Bridge beginning in 2002. This project will remove and replace the bridge's deck and sidewalks, upgrade the drainage and lighting systems, and repaint the entire structure. This project does not add or take away from the bridge's current traffic carrying capacity.

The Oregon Department of Transportation is conducting an I-5 Partnership Project that is considering options for improving Interstate-5 as an important trade corridor. One of the options under consideration is a new road for truck traffic from Vancouver, Washington through North Portland via an existing railroad alignment and railroad bridge into the Guild's Lake area of Northwest Portland. The state is expected to make recommendations in 2002. The final outcomes

of this process could significantly affect the transportation system of the Guild's Lake Industrial Sanctuary and vicinity.

Transit service is provided in the area by Tri-Met lines 15, 16, and 17. Bicycle lanes have been completed on St. Helens Highway and a portion of NW Vaughn Street. A Bicycle Boulevard has been developed on NW 24th. St. Helens Road has sidewalks on one side of the street along some of its length, but many segments have no sidewalks. NW Front Avenue also has sidewalks on only one side along most of its length. Most other arterials have sidewalks, but several local streets lack sidewalks, at least on one side.

The Guild's Lake Industrial Sanctuary is well served by railroad. The Burlington Northern & Santa Fe Railroad traverses the area and connects many of the area's industrial businesses to the national railroad network. Rail lines link to the Port of Portland's Terminal 2 facility, providing multimodal shipping connections for the region. Together, Portland Terminal Railroad's Lake Yard and Burlington Northern & Santa Fe's Willbridge Yard and intermodal facility form a large and important element in the GLIS's industrial fabric. Passenger rail service (Amtrak) also utilizes the rail lines through the Guild's Lake Industrial Sanctuary.

One of the Guild's Lake Industrial Sanctuary's most important assets is its proximity and connection to the Willamette River. A number of large industrial operations along the waterfront maintain docks and berths which facilitate barge and ocean-going ship transport of raw materials and manufactured goods. The Port of Portland's 55-acre, multipurpose Terminal 2 facility is considered one of the most modern on the West Coast, accommodating both deep-draft vessels and river and oceangoing barges. It can handle both containerized and breakbulk cargo, including forest products, steel, machinery and other products. Terminal 2 is an intermodal facility with direct vessel-to-rail cargo movements. It provides regular shipping services to Europe, the Mediterranean, Latin America, Australia and ports throughout the Pacific Rim.

Map 5 indicates the locations of some of the important transportation assets in the area, with an emphasis on freight facilities.

Employment

The Guild's Lake Industrial Sanctuary contains a broad variety of companies providing thousands of jobs to workers from throughout the region. A survey of Northwest Industrial Neighborhood (NINA) employers conducted in 1992 identified 339 firms with a total of almost 11,000 employees within the neighborhood⁵. Table 4 below summarizes the survey results. Together, manufacturing, transportation/distribution/warehousing, and wholesale trade operations constitute 73 percent of the businesses and provide 83 percent of the jobs in the neighborhood.

Recent employment figures, derived from Oregon Employment Department and Metro data indicate that in June 2000, 490 employers provided over 18,000 jobs within the Guild's Lake Industrial Sanctuary.

⁵ This survey excluded the part of the GLIS that lies within the Northwest District Association neighborhood.

Map 5: Freight Transportation Assets

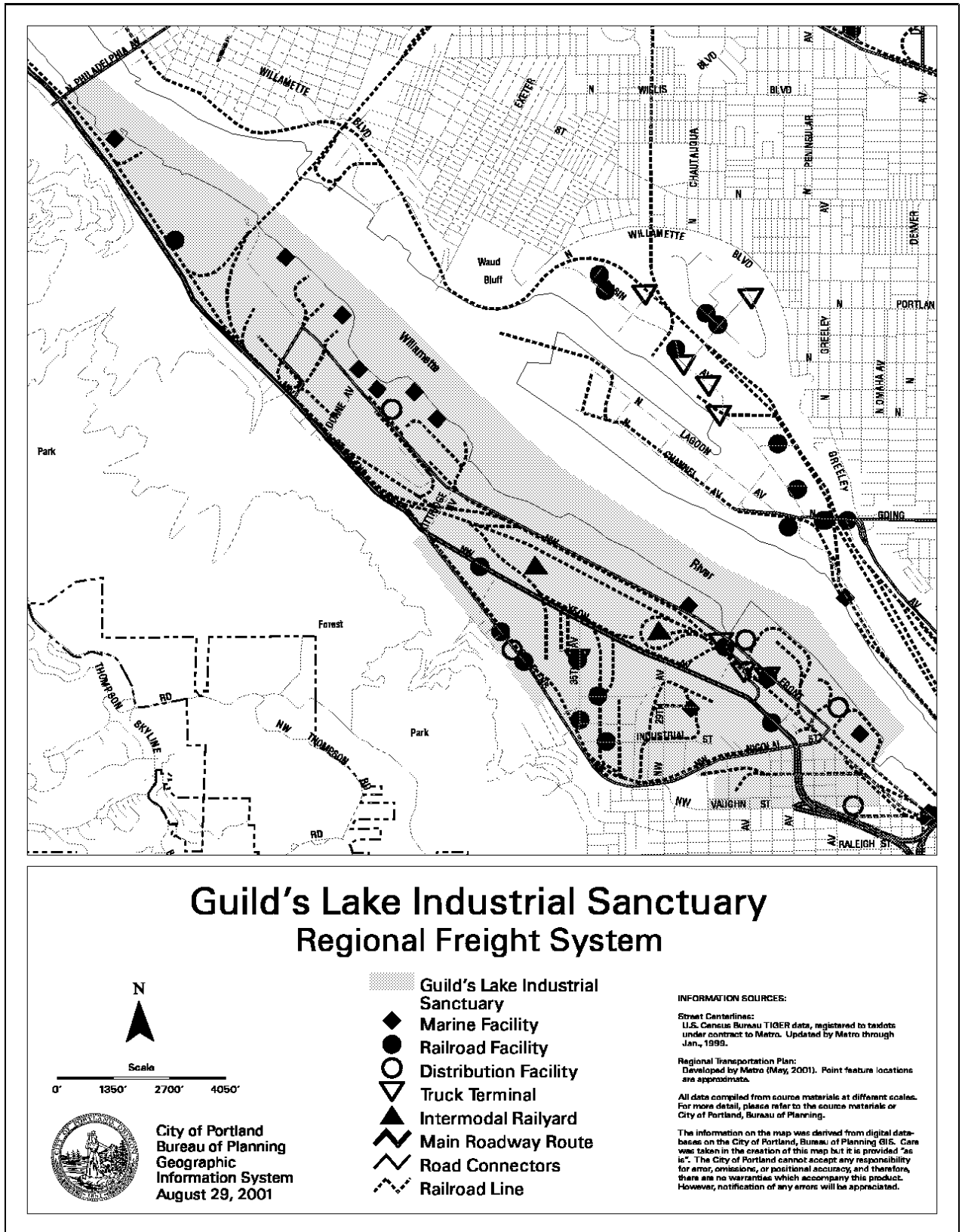


Table 4: 1992 NINA Business Types and Employees

Business Type	Firms	Percent of Firms	Employees	Percent of Employees
Manufacturing	85	25.1%	5,043	46.4%
Transportation/Distribution/ Warehousing	73	21.5%	2,240	20.6%
Wholesale Trade	90	26.5%	1,705	15.7%
Retail Trade	25	7.4%	425	3.9%
Food Service	6	1.8%	68	0.6%
Other	60	17.7%	1,383	12.7%
Total	339	100.0%	10,864	100.0%

Source: NINA *Neighborhood Plan*, Revised 1999. May include some firms located in adjacent neighborhoods that have "associate" membership in NINA.

Businesses in the Guild's Lake Industrial Sanctuary employ workers in a broad variety of industrial activities, including heavy manufacturing operations such as railcar fabrication, chemical storage and processing, and silicon wafer fabrication. Light manufacturing and industrial service operations include machine shops, packaging services and printing. Warehousing and storage of a variety of products, from raw materials to manufactured goods also takes place. Transportation and cargo facilities include rail yards, container facilities, and marine terminals. Table 5 below, which lists the twenty largest employers in the Northwest Industrial Neighborhood, provides a snapshot of the variety of industrial employers in the area.

Table 5: 1996 Top 20 NINA Employers

Rank	Business	Employees	Rank	Business	Employees
1	Gunderson, Inc (railcars)	1,300	10	Chase Packaging	220
2	Wacker Siltronic (silicon wafers)	1,000	11	Lincoln & Allen Bindery	200
3	Wells Fargo Bank (not in GLIS)	800	11	Container Recovery	200
4	ESCO (steel)	700	11	S.E. Rykoff (foods)	200
5	Graphic Arts (printing)	650	11	J.A. Freeman (agricult. machinery)	200
6	Legacy Visiting Nurses	600	12	Aratex (uniforms)	150
7	Sulzer Bingham (pumps)	500	12	American Industries	150
8	James River/Willamette Transportation (paper)	350	12	Western Wire	150
9	NACCO Material Handling	300	12	Weyerhaeuser (paper and wood products)	150
9	Mt. Hood Beverage	300	13	Chevron USA (petrol.)	120
			Total		8,240

Source: NINA *Neighborhood Plan*, Revised 1999. May include some firms located in adjacent neighborhoods that have "associate" membership in NINA.

The majority of jobs in the Guild's Lake Industrial Sanctuary are in manufacturing, wholesale trade, transportation, and related industries. Table 6 below, taken from Oregon Employment Department data, provides regional employment data for various industry categories. This information, unavailable for geographic areas as small as the GLIS, helps in understanding the economic conditions affecting businesses and employees in the GLIS. Regional employment growth from 1990 to 2000 in manufacturing, wholesale trade, and transportation, while slower than in some industries, is nevertheless substantial at 19, 21, and 30 percent, respectively. Jobs in the fabricated metals industry, which is well represented in the GLIS, grew by 28 percent. The most noticeable increase was in the electronic and other electrical equipment sector, which grew by 129 percent. In the Guild's Lake Industrial Sanctuary, this sector is represented by one of the area's largest employers, Wacker Siltronic, which manufactures silicon wafers for use in computers and electronic devices.

Industrial jobs tend to have above-average wages. Oregon Employment Department data indicate that, for the Portland metropolitan area, the average annual wage for manufacturing workers in 1999 was \$47,770; the average in nonmanufacturing sectors was \$32,078, a difference of over \$15,000. In even greater contrast, service sector jobs, which increased by 51 percent from 1990 to 2000, average only \$30,718 in annual wages, a difference of over \$17,000. Wholesale trade paid an average annual wage of \$47,203 in 1999, well above the \$34,925 average for all nonfarm employment in the region.

A portion of the GLIS north of NW Nicolai Street lies within a federally designated Enterprise Zone. This Portland Development Commission (PDC) administered program grants 5-year property tax exemptions for new improvements in buildings and equipment in exchange for the creation of jobs targeted to residents of inner North and Northeast Portland.

In summary, the Guild's Lake Industrial Sanctuary provides a variety of well-paying industrial jobs and constitutes an important part of the city's employment base.

Table 6: 2000 Selected Employment and Wage Figures for Portland-Vancouver Metro Area

Industry	Number of Jobs	1990-2000 % Change	1999 Average Wage
<i>Total Manufacturing</i>	147,200	19%	\$47,770
Durable Goods	108,700	25%	\$51,851
Primary Metals	8,600	-9%	\$44,796
Fabricated Metals	11,400	28%	\$35,417
High Tech Manufacturing	47,700	58%	\$68,096
Electronic & Other Elec. Equip.	33,000	129%	\$72,876
Nondurable Goods	38,500	3%	\$36,000
Printing and Publishing	11,100	26%	\$37,653
<i>Total Nonmanufacturing</i>	817,000	36%	\$32,078
Transport., Comm. & Utilities	56,200	30%	\$41,375
Trade	237,900	29%	\$28,212
Wholesale	67,500	21%	\$47,203
Retail	170,400	32%	\$20,038
Finance, Insurance & Real Estate	64,900	24%	\$41,667
Services	278,000	51%	\$30,718
Government	125,500	26%	\$35,775
<i>Total Nonfarm Employment</i>	964,100	33%	\$34,925

Source: *Portland-Vancouver PMSA Economic Profile*, 5/18/01, Oregon Employment Department

Public Infrastructure, Services, and Utilities

The Guild's Lake Industrial Sanctuary is served by an extensive network of public and private services, utilities, and infrastructure that help to ensure that the area functions as a successful industrial district. These various assets are briefly described below.

The Guild's Lake Industrial Sanctuary's sanitary and storm sewer systems, managed by the Bureau of Environmental Services, generally meet required capacity needs. Storm sewers are routed directly to outfalls along the Willamette River. Sanitary sewer flow in the GLIS is routed to one or more pump stations, primarily the Guild's Lake, Yeon and Linnton stations. The wastewater is eventually pumped across the river for treatment at the Columbia Boulevard Wastewater Treatment Plant in North Portland. The Yeon pump station, which serves the southern portion of the GLIS, has been identified for upgrade or replacement to provide additional capacity for future growth.

A series of upgrades designed to reduce combined sewer overflows (CSO) into the Willamette River is currently underway throughout the city. Improvements planned within the GLIS include construction of the 54-inch Balch Conduit, which will divert CSOs from two river outfalls into the planned Westside CSO Tunnel. The new 14-foot diameter tunnel will run parallel to the river along Front Avenue/Naito Parkway and cross the Willamette River about one mile north of the Fremont Bridge, ending at a new Swan Island Pump Station. The overall project is scheduled to begin in 2002 and be completed by 2006.

The existing public water supply system, managed by the Portland Bureau of Water Works, is adequately sized and distributed to meet the demands of the existing industrial operations in the area. No water system upgrades are currently planned for the area. In times past, some GLIS businesses utilized wells to supply water for industrial activities. The use of many of these wells has been discontinued, although some may still be in use.

The Portland Bureau of Fire, Rescue and Emergency Services provides 24-hour fire and rescue response for the Guild's Lake area from Station 6, located north of Terminal 2 on NW Front Avenue. The station also houses two fire boats for use on the river. Station 6 is planned for upgrade or reconstruction by 2005-2006, to conform with seismic requirements. The Fire Bureau's Hazmat team provides emergency containment and control services for hazardous materials incidents from Station 41 located in Southeast Portland. Hazmat response times are approximately 15-25 minutes, depending on traffic and weather. Limited hazardous materials containment services are also provided by private companies in the GLIS.

Within the GLIS, Portland General Electric (PGE) distributes electricity to customers via overhead subtransmission lines from three substations running at 11 and 13 Kilovolts. The existing electrical system is adequate to provide for the projected needs of current and future industrial operations in the area. Substation E, located at NW Nicolai Street and Front Avenue, which also supplies power to areas south of the GLIS, is scheduled for an increase in power capacity by 2003.

Natural gas is provided in the GLIS by Northwest Natural. Two large, high pressure gas lines cross the area along NW Yeon Avenue and NW Front Avenue/Naito Parkway. These pipes serve the GLIS, but primarily transport gas to and from the St. Johns liquefied natural gas tank, and from a major gas distribution facility on Sauvie Island, to customers throughout large parts of the city. These large pipes ensure the availability of natural gas for existing and future GLIS industrial operations.

Three underground petroleum pipelines exist in the GLIS. The 14-inch Olympic pipeline originates from Puget Sound area oil refineries and terminates at bulk fuel terminals in Linnton and the GLIS. The Olympic pipeline is a primary supplier of gasoline, diesel and aviation fuel for the Portland metropolitan area and moves the equivalent of 1,800 tanker trucks of fuel per day between the Seattle and Portland areas. The 8-inch Kinder Morgan pipeline originates in the GLIS and supplies petroleum products to the Eugene area. An additional pipeline runs from the GLIS to Portland International Airport, supplying it with aviation fuel. These pipelines are examples of major private investments in industrial infrastructure within the GLIS that serve the regional economy.

Natural Resources

The Guild's Lake Industrial Sanctuary has been heavily modified by human activity and is dominated by buildings, roads, docks, and other infrastructure. Despite the fact that very little natural habitat remains, some natural resources still exist in the area. Adjacent Forest Park also provides high quality wildlife habitat. The recently completed *Willamette River Inventory: Natural Resources* identifies a few small natural habitat sites along the GLIS's waterfront, including a remnant of Doane Lake between the Burlington Northern railroad bridge and NW St. Helens Road, a small length of semi-natural riverfront, and a vegetated corridor parallel to the railroad. The outlet for Saltzman Creek, which originates in nearby Forest Park, has shallow water habitat for fish and an emergent wetland. Portions of the district lie within the 100-year flood plain.

Like other industrial districts in the city, the Guild's Lake Industrial Sanctuary faces environmental challenges such as soil and water contamination and stormwater runoff issues. The Superfund listing of the Portland Harbor and the Endangered Species Act (ESA) listing of several Willamette River fish species also present environmental challenges for the district and the city. Because the *GLIS Plan* has a narrow policy focus designed primarily to preserve land for industrial uses, and because many environmental problems are better addressed within a broader geographic context, many environmental policy issues that affect the GLIS will be handled as part of other, comprehensive city- and region-wide planning efforts by the City of Portland and other jurisdictions. These include the City's ESA response, the *Willamette River Greenway Plan* update, watershed planning and River Renaissance. The Northwest Industrial Neighborhood Association and GLIS businesses will need to coordinate with the City and other public agencies to ensure that economic values and the needs of industrial businesses are integrated with environmental solutions.



Vision

Introduction: *The vision statement below will guide future implementation of the Guild's Lake Industrial Sanctuary Plan. The vision describes the Guild's Lake Industrial Sanctuary with the plan fully and successfully carried out. It is intended to provide a picture against which the plan's success can be measured.*

In the year 2021 the Guild's Lake Industrial Sanctuary (GLIS) celebrates over 100 years as the premier industrial district in the Portland Metropolitan region, providing thousands of mid- to high-level salaried and wage-earning jobs. This area, which constitutes the bulk of the Industrial Sanctuary land in the northwest portion of the city, continues to thrive near Portland's urban core, decades after most similar industrial areas in the U.S. have disappeared. A combination of public policy commitment, plan district land use regulations and business tenacity preserve its integrity, allowing the area to succeed and prosper in spite of tremendous market forces that continue to pressure for change.

Progressive planning and public and private investment maintain and improve Portland's central city as an attractive place for businesses and housing. The GLIS, located near the urban core, is widely recognized and reinforced as a major industrial employment center. GLIS businesses have helped Portland become a national model for sustainable development by integrating environmentally sensitive industrial practices with economic efficiency. The GLIS has helped Portland meet regional targets for job growth during the past twenty years. Several thousand family-wage jobs have been added through business expansion, increases in production capacity and employee density, and through redevelopment of obsolete and contaminated sites. Through these efforts, over 1,500 new jobs have been added to the metals industry, 1,000 to fabrication and distribution, 1,500 to high density assembly and 900 to transportation-related industries in the past twenty years.

The GLIS is primarily a heavy industrial area, but also contains light industrial, warehousing, wholesale sales, and transportation uses, and a mix of appropriate commercial uses designed to serve businesses and employees within the GLIS. The GLIS is surrounded by areas of lighter industrial and commercial uses that are compatible with heavy industrial use. Residential uses are located an appropriate distance from the GLIS's boundaries and, therefore, industrial, family-wage jobs are near housing areas without causing major conflicts with one another.

The GLIS's unique multimodal and intermodal transportation facilities continue to play an important role in the area's economic viability. Truck transportation is the mainstay of industrial goods movement, with significant rail use and reliance on the Port of Portland's Terminal 2 for marine transportation. Traffic conflicts are minimized by directing through auto traffic to routes that will not interfere with peak movements of industrial truck traffic. Bicyclists are directed to routes that are safe and compatible with industrial activities, and pedestrians have safe and efficient access to public transportation.

Neighborhoods in and near the GLIS maintain excellent relations with one another. Disagreements are dealt with in an open and constructive manner. When possible, affected neighborhoods provide a unified voice when issues concerning the GLIS are at stake. Continuous communication between and among GLIS businesses, employees and nearby neighborhoods and residents helps to ensure that public safety, economic vitality and natural resources in all of Northwest Portland are preserved.



Plan Policies, Objectives, and Implementation Actions

The policies, objectives, and implementation actions that follow are designed to set policy direction and create courses of action necessary to achieve the vision for the *Guild's Lake Industrial Sanctuary Plan* area.

The policies and objectives were adopted by City Council Ordinance No. 176092 (see Appendix A) and have the binding force of law. They provide guidance for future public and private investments in the GLIS, support the plan's implementing measures (such as the new land use regulations adopted with the plan), and must be carefully weighed when quasi-judicial *Comprehensive Plan* Map amendments are considered.

The action charts were adopted by City Council Resolution No. 36041 (see Appendix B) and are not legally binding. Action items are potential starting points for implementing the *GLIS Plan*. Identified implementors are potential partners in completing the action who have expressed interest and support. Action items are adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals that may better implement the goals of the plan.

The table below identifies the full name of the implementors identified with abbreviations in the action charts:

BES	Portland Bureau of Environmental Services
BOP	Portland Bureau of Planning
BTA	Bicycle Transportation Alliance
BWW	Portland Bureau of Water Works
DEQ	Oregon Department of Environmental Quality
FRES	Portland Bureau of Fire, Rescue, and Emergency Services
NINA	Northwest Industrial Neighborhood Association
NWDA	Northwest District Neighborhood Association
OECD	Oregon Economic and Community Development Department
OSD	Portland Office of Sustainable Development
PARKS	Portland Bureau of Parks and Recreation
PDC	Portland Development Commission
PDOT	Portland Office of Transportation
PORT	Port of Portland
PPO	Private property owners
RR	Railroads
TM	Tri-Met
WPC	Willamette Pedestrian Coalition



Policy 1: Jobs and Economic Development

Discussion

Creating and retaining well-paying industrial jobs is one of the most important goals of the city's Industrial Sanctuary policy and the *Guild's Lake Industrial Sanctuary Plan*. This plan seeks to provide a public policy framework and foster a business environment that will create more certainty and encourage continued private sector investment in facilities and equipment. This increased stability will enable the GLIS to continue to provide a growing number of jobs for the region, as well as produce goods and services for national and international markets, which will benefit Oregon as a whole.

The plan proposes a number of strategies for increasing business and employment opportunities in the area, for instance, encouraging more intensive use of industrial lands through redevelopment of underutilized, contaminated or vacant land. The plan also calls for the development of a marketing strategy to attract new businesses and jobs. GLIS businesses are also encouraged to utilize public incentives, such as the Enterprise Zone program, to stimulate investment and create jobs in the area. The preservation and enhancement of public investments that support industrial operations, such as the road system and intermodal facilities, are also addressed.

The Guild's Lake Industrial Sanctuary faces environmental challenges as the city grapples with the Endangered Species Act (ESA) listing of Willamette River salmon populations and the Superfund listing of the Portland Harbor (which encompasses a part of the GLIS). The GLIS plan recognizes that many environmental issues are better addressed through more comprehensive, citywide planning projects, such as the *Willamette River Greenway Plan* update project. However, the plan also recognizes the need for industrial firms to incorporate sustainable development principles into their business models. The plan encourages GLIS businesses, with the help of the public sector, to implement environmentally sensitive industrial practices that reduce pollution, lower energy and resource consumption, and reduce costs to businesses.

Jobs and Economic Development Policy Statement

Maintain and expand industrial business and employment opportunities in the Guild's Lake Industrial Sanctuary. Stimulate investment in the area's public and private infrastructure and industrial facilities.

Objectives

1. Provide new employment opportunities by reusing or redeveloping reclaimed, underutilized and vacant land and buildings in the GLIS.
2. Foster a business and public policy environment that promotes continued private and public sector investments in infrastructure, facilities, equipment and jobs.
3. Enhance the GLIS as a competitive and forward-thinking industrial area by fostering innovative and environmentally-sensitive industrial projects and practices that improve the operational efficiency of GLIS firms while conserving natural resources and reducing pollution.

Implementation Actions: Jobs and Economic Development

#	Action ¹	Timeline				Implementors ²
		Adopt with Plan	On-going	Next 5 Yrs.	6 to 20 years	
J1	Undertake a cooperative effort to implement the City's job allocation goal and other applicable jobs goals.		X			BOP, NINA, PDC, NWDA
J2	Find ways to clean up and redevelop contaminated industrial sites. Initiate a study that identifies opportunities and constraints for reusing and redeveloping vacant or contaminated sites.		X			PDC, PPO, DEQ, OSD, OECDD, BES
J3	Encourage GLIS firms to adopt stormwater management approaches that are cost effective and reduce pollutant discharges. For example, explore the viability of ecoroofs in industrial areas by sponsoring an ecoroof pilot project in the GLIS.		X			BES, OSD, NINA, NWDA, Businesses
J4	Promote sustainable and environmentally sensitive industrial developments and practices that contribute to the efficiency and competitiveness of GLIS businesses. Encourage GLIS businesses to adopt cost-effective environmental management systems (EMS) that reduce energy and resource consumption and environmental impacts.		X			OSD, DEQ, BES, NINA, NWDA, Businesses
J5	Utilize public incentives such as the Enterprise Zone program and Oregon Economic and Community Development Department programs to stimulate investment in industrial businesses and create jobs in the GLIS.		X			PDC, OECDD, NINA, Businesses
J6	Develop a marketing and education strategy to promote the GLIS as a stable, economically viable, and unique industrial area and develop incentives to attract new businesses and jobs.			X		PDC, PPO, NINA, NWDA, OECDD
J7	Identify public planning and infrastructure needs of river-dependant and river-related industries, and develop strategies to ensure that these industries remain in the GLIS. Develop incentives to attract new river-dependant industries.			X		NINA, PORT, PDC, BES, PDOT, BWW
J8	Explore the possibility of establishing "incubator space" for small and start-up industrial businesses.			X		NINA, NWDA, OECDD, PDC
J9	Request and install additional signage that promotes the GLIS district identity.			X		NINA, PDOT, ODOT
J10	Revisit the policies and regulations of the Guild's Lake Industrial Sanctuary Plan to ensure their effectiveness. Determine whether the plan affords sufficient flexibility and facilitates the competitiveness of the area's industrial businesses.				X	NINA, NWDA, BOP, PDC
J11	Evaluate progress made towards the GLIS's job creation targets as described in the <i>GLIS Plan</i> Vision Statement. If necessary, revise or develop new strategies for increasing industrial business and employment opportunities.				X	NINA, BOP, PDC, Businesses

1. This action chart is approved by City Council Resolution. It is a starting place for implementing the plan. Actions are adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals based upon implementors' abilities to take action.

2. Identified implementors have expressed interest and support with the understanding that circumstances may affect their ability to take action. Some implementors are entities that actually carry out one or more elements of the action, while other implementors advocate for the action. The full name of listed implementors may be found on page 31.



Policy 2: Transportation

Discussion

The sustainability and vitality of the Guild's Lake Industrial Sanctuary is critically linked to a well functioning multimodal transportation network. This area's economic strength depends on moving goods efficiently in and out of the area and the region. This requires maintaining and enhancing the area's truck, rail, and marine facilities. The *GLIS Plan* calls for a street system that accommodates all modes of traffic while preserving operational characteristics that support truck movement. The plan's implementation actions are intended to improve all modes and connections for transporting goods to and from the GLIS.

The GLIS is bisected by US 30, which carries nonindustrial through-traffic as well as industrial traffic accessing the area. As the region grows, both through-traffic and GLIS employee traffic will increase. The area needs a street system that allows for through-traffic mobility without relying on local streets needed for truck transit, loading, and heavy equipment use. The plan calls for measures to encourage through-traffic to use routes that minimize conflicts with industrial activities. Improvements such as additional turn lanes on US 30 are also identified.

Employees need easy and efficient choices to get to and from work, such as convenient transit options and safe bicycle routes. Increased use of public transportation and bicycles could decrease the number of auto-dependent commutes. Reducing, or at least not increasing, current auto volumes helps to accommodate on-street loading and other industrial traffic, and aids air quality. Reducing the need for employee parking frees up more land for industrial activities. This plan includes objectives and actions that call for the Northwest Industrial Neighborhood Association and appropriate public agencies to identify transit routes that are convenient and safe and that minimize conflicts with industrial activities. The plan also includes objectives and actions that encourage the development of safe pedestrian and bicycle routes through the district.

Transportation Policy Statement

Maintain, preserve and improve the intermodal and multimodal transportation system to provide for the smooth movement of goods and employees into and through the Guild's Lake Industrial Sanctuary.

Objectives

1. Maintain, protect, and enhance the public and private multimodal transportation investments in the GLIS, including rail and marine terminal facilities, to ensure its continued viability as a major center for the import and export of industrial products in the state of Oregon.
2. Maintain operational characteristics on roads and at intersections that support truck movements and industrial economic growth, while accommodating traffic, transit, and emergency access needs.
3. Minimize traffic conflicts between industrial and nonindustrial uses.
4. Manage congestion on highways and roads within the GLIS through regional and area-wide systems planning and maximize the efficiency of transportation facilities for all modes of travel, with the participation of private industry.
5. Develop alternative transportation options for employees of the GLIS, including transit, carpools, bicycling, and walking to reduce parking needs, vehicle emissions, and congestion levels.
6. Locate safe pedestrian and bicycle routes within the GLIS that minimize conflicts with industrial traffic. Improve pedestrian and bicycle connections to nearby residential areas to reduce congestion levels and auto emissions, preserve capacity of the street system, and reduce parking needs.
7. Recognize the role of NW Vaughn Street as an important multimodal access route to the Guild's Lake Industrial Sanctuary and Northwest Portland.

Implementation Actions: Transportation

#	Action ¹	Timeline				Implementors ²
		Adopt with Plan	On-going	Next 5 Yrs.	6 to 20 years	
T1	Use clear signage, public education and other means to encourage through-traffic to use routes that minimize conflicts with industrial activities.		X			PDOT, ODOT, NINA
T2	Preserve and enhance the Port of Portland's Terminal 2 as a major marine shipping facility.		X			PORT
T3	Maximize the efficiency of the Yeon/Nicolai/I-405 intersection for present and future truck use.		X			PDOT, ODOT
T4	Continue to monitor traffic operations on Front Avenue to assess conflicts between River District traffic and industrial traffic entering and leaving the GLIS.		X			PDOT
T5	Preserve and enhance railroad loading and switching facilities in the GLIS.		X			RR
T6	Investigate developing Transportation Management Associations (TMAs) to encourage employees to carpool, use transit, walk, bicycle, and telecommute.		X			NINA, TM, DEQ, PDOT, Employers
T7	Develop and maintain safe bicycle and pedestrian routes to and through the GLIS.		X			PDOT, ODOT, NINA, BTA, WPC
T8	Reinforce the vision, policies and regulations of the <i>GLIS Plan</i> by actively participating in state and other transportation planning efforts, such as the I-5 Partnership Project, that affect the GLIS.		X			NINA, NWDA
T9	Develop and implement the <i>Transportation System Plan</i> to address the transportation needs of the GLIS.			X		PDOT, NINA
T10	Pursue opportunities to improve the local street network for truck movement within the GLIS Truck District.			X		PDOT
T11	Investigate the possibility of developing a rail service common area, which would serve as a transfer point for freight between rail and truck haulers, to make more efficient use of the GLIS's rail infrastructure and to provide additional freight options.			X		RR, NINA, PORT, PDOT
T12	Identify key locations for emergency access to and egress from the GLIS, and determine whether improvements or additional routes are needed.			X		FRES, PDOT, ODOT
T13	Review and adjust transit routes, stops, and schedules, to make transit more accessible to GLIS employees.			X		TM, NINA, PDOT
T14	Improve pedestrian access to transit stops to encourage more transit use.			X		PDOT, ODOT, TM, NINA, NWDA
T15	Identify appropriate locations for, and install, street trees and landscaping that will improve the GLIS's environment and help screen industrial from nonindustrial uses. Ensure that these improvements will not interfere with industrial traffic and operations.			X		PDOT, PARKS, ODOT, PPO
T16	Construct ADA-compliant pads at bus stops along US 30 between NW29th/Yeon and the St. Johns Bridge.			X		PDOT, ODOT, TM

Implementation Actions: Transportation (continued)

#	Action ¹	Timeline				Implementors ²
		Adopt with Plan	On-going	Next 5 Yrs.	6 to 20 years	
T17	Add and improve turn and acceleration/deceleration lanes and signalization on US 30, where appropriate, to facilitate truck access to industrial sites, improve safety, and facilitate through-movement.				X	ODOT
T18	Realign intersections of NW Saltzman and NW Balboa at St. Helens Road to correct offset intersections.				X	PDOT, ODOT
T19	Construct sidewalks and bicycle facilities along NW St. Helens Road from NW Kittridge to the St. Johns Bridge.				X	ODOT
T20	Construct pedestrian trail along east side of NW Bridge Avenue between both intersections with St. Helens Road.				X	PDOT
T21	Improve and enhance the multimodal character of NW Vaughn from NW 23 rd to 27 th through design, operations, and signing.				X	PDOT, NINA, NWDA, PPO

1. This action chart is approved by City Council Resolution. It is a starting place for implementing the plan. Actions are adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals based upon implementors' abilities to take action.

2. Identified implementors have expressed interest and support with the understanding that circumstances may affect their ability to take action. Some implementors are entities that actually carry out one or more elements of the action, while other implementors advocate for the action. The full name of listed implementors may be found on page 31.

Policy 3: Land Use

Discussion

The stability of the Guild's Lake Industrial Sanctuary as a thriving industrial district is tied directly to maintaining it as a sanctuary for industrial uses. This plan establishes a policy and regulatory framework for preserving GLIS land primarily for industrial uses. The plan also allows limited amounts of compatible nonindustrial uses that provide services primarily to industrial businesses and their employees. This can reduce vehicle trips by employees and contribute to the GLIS's long-term stability. In order to minimize impacts on industrial operations, the plan also places conditions on the amount of accessory or headquarters office space that is allowed in conjunction with industrial land uses in the district. Other nonindustrial uses conditionally allowed in other industrial areas, such as major event entertainment and commercial outdoor recreation, are prohibited in the GLIS.

Dense residential and mixed-use neighborhoods are located near the GLIS, helping to make Northwest Portland a diverse and thriving community that includes a broad array of employment and housing opportunities in close proximity to each other. However, the adjacency of residential and industrial land uses, as occurs along the GLIS's southern boundary, can sometimes result in conflicts. These conflicts could eventually constrain the viable functioning of industrial businesses, erode goodwill between industrial and nonindustrial property owners, and decrease residential property values. The *GLIS Plan* encourages industrial businesses to locate their accessory offices and showrooms along the north side of Vaughn Street. These uses will have fewer potential negative impacts on residential uses located to the south. The plan also encourages industrial and compatible nonindustrial land uses, such as self-service storage, that have fewer potential conflicts with nonindustrial uses, to locate in the General Industrial 1 (IG1) zone, which lies between the Heavy Industrial (IH) zone and the existing and future nonindustrial areas adjacent to the GLIS to the south. Recognizing that the interface between industrial and nonindustrial land uses along the GLIS's southern boundary presents a number of complex issues that involve areas outside the GLIS study area, this plan also calls for the *Northwest Area Plan* to address these issues. The *Northwest Area Plan* process will look at land use issues to the south of NW Vaughn Street and will be able to address the industrial/nonindustrial interface in a more comprehensive manner. The *GLIS Plan* elements pertaining to the industrial/nonindustrial interface can potentially be amended or expanded with the adoption of the *Northwest Area Plan* in early 2003, if necessary.

Land Use Policy Statement

Preserve and protect land primarily for industrial uses, and minimize land use conflicts in the Guild's Lake Industrial Sanctuary. Allow compatible nonindustrial uses within the GLIS that provide retail and business services primarily to support industrial employees and businesses.

Objectives

1. Preserve the overall industrial character of the Guild's Lake Industrial Sanctuary.
2. Preserve the physical continuity of the area designated as Industrial Sanctuary within the Guild's Lake Industrial Sanctuary.
3. Minimize conflicts between industrial and nonindustrial land uses.
4. Prohibit new residential uses within the GLIS.
5. Allow the provision of support services to employees and businesses in the GLIS to reduce trips outside of the GLIS.
6. Encourage industrial businesses to locate their accessory offices and showrooms along NW Vaughn Street.
7. Preserve the GLIS's Willamette River waterfront as a location for river-dependent and river-related industrial uses.
8. Recognize the Willamette River as a valuable economic, transportation, natural, and recreational resource for the entire city. Coordinate *GLIS Plan* policies and implementation measures with ongoing and future citywide planning efforts that address the significance of the river and the city's industrial land supply.
9. The industrial character and economic viability of the Guild's Lake Industrial Sanctuary must continue to be the priority when considering the public need for expanded access to the Willamette River. Design and implement any greenway enhancements along the river so as to avoid or minimize negative impacts on industrial operations.
10. Contribute to the maintenance and enhancement of all of Northwest Portland as a diverse urban environment that includes opportunities for housing, commercial services, and industrial employment in relatively close proximity.

Implementation Actions: Land Use

#	Action ¹	Timeline				Implementors ²
		Adopt with Plan	On-going	Next 5 Yrs.	6 to 20 years	
L1	Establish additional approval criteria for quasi-judicial <i>Comprehensive Plan</i> Map amendments from industrial designations to nonindustrial designations within the GLIS.	X				BOP
L2	Prohibit household living, commercial outdoor recreation, and major event entertainment land uses in the IH and IG zones and self-service storage in the IH zone.	X				BOP
L3	Limit the size and number of retail and office uses that support industrial businesses and employees in the Guild's Lake Industrial Sanctuary.	X				BOP
L4	Limit the floor area of accessory or headquarters office uses allowed in conjunction with industrial uses, and require conditional use permits for amounts in excess of the limit. Establish additional conditional use permit approval criteria.	X				BOP
L5	Work with property owners and neighborhood associations to locate new housing an appropriate distance from the boundaries of the GLIS.		X			NINA, NWDA, Linnton, Pearl, PPO, BOP
L6	Encourage and support industrial land uses that have fewer potential conflicts with nonindustrial uses to locate in the IG1 zone and other areas that are adjacent to nonindustrial lands outside the GLIS. Examples include accessory or headquarters offices, showrooms, or other "clean" industrial activities.		X			NINA, NWDA, PPO
L7	Promote and encourage the use of waterfront land for river-dependant and river-related industrial land uses.		X			NINA, BOP
L8	Reinforce the vision, policies and regulations of the <i>GLIS Plan</i> by actively participating in citywide public planning efforts that affect the GLIS.		X			NINA, NWDA
L9	Develop an emergency/disaster management plan for the GLIS. Involve GLIS businesses and nearby neighborhoods and residents in the planning process.			X		FRES, NINA, NWDA, Linnton
L10	Address issues pertaining to the interface between industrial and nonindustrial lands along NW Vaughn Street as part of the <i>Northwest Area Plan</i> process and refine, as needed, <i>GLIS Plan</i> policies, regulations and action items that relate to the industrial/nonindustrial interface.		X	X		BOP, NINA, NWDA, Linnton, Pearl, PPO
L11	Revisit the policies and regulations of the <i>GLIS Plan</i> , as needed, at key milestones and/or after the completion of citywide planning projects related to the Willamette River that impact the GLIS (such as the <i>Willamette River Greenway Plan</i> update, ESA response, and watershed planning projects).			X	X	BOP, BES, NINA, NWDA

1. This action chart is approved by City Council Resolution. It is a starting place for implementing the plan. Actions are adopted with the understanding that some will need to be adjusted and others replaced with more feasible proposals based upon implementors' abilities to take action.

2. Identified implementors have expressed interest and support with the understanding that circumstances may affect their ability to take action. Some implementors are entities that actually carry out one or more elements of the action, while other implementors advocate for the action. The full name of listed implementors may be found on page 31.



Comprehensive Plan Policy

Portland's *Comprehensive Plan* is the city's broadest and most inclusive policy document. Adopted in 1980 and periodically amended, it outlines the community's values and goals and sets courses of action for achieving them. The *Comprehensive Plan's* vision statement, goals, policies, objectives, and map provide guidelines for the future development and redevelopment of the city.

The new *Comprehensive Plan Policy* 5.11 summarizes the intent and importance of the *Guild's Lake Industrial Sanctuary Plan* and makes it a part of the *Comprehensive Plan*. This ensures that the policies and objectives of the *GLIS Plan* will be carefully weighed during future consideration of changes to *Comprehensive Plan Map* designations.

5.11 Guild's Lake Industrial Sanctuary Plan

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

Summary of Zoning Code Text Amendments

Amendments to the city's zoning code were adopted with *Guild's Lake Industrial Sanctuary Plan* in order to implement its policies and to ensure that new development and redevelopment will help realize the objectives of the plan. These code amendments are summarized below. To review the complete text of GLIS zoning code provisions, consult the relevant sections of Portland's *Title 33: Zoning and Planning*.

Guild's Lake Industrial Sanctuary Plan District (Chapter 33.531)

The Guild's Lake Industrial Sanctuary plan district regulations are intended to preserve the area primarily for industrial uses and activities. Regulations include additional limitations and prohibitions on commercial, residential, and accessory office uses to ensure that new development will not interfere with industrial activities. The following is a summary of the plan district regulations:

- Retail Sales And Service and Office uses in the Heavy Industrial (IH) zone larger than 10,000 square feet per use are prohibited. Such uses larger than 3,000 square feet are subject to conditional use approval;
- Accessory offices and headquarters offices in the IH zone are limited to 25 percent of a site's net building and work/storage area, or 25,000 square feet, whichever is less, with such uses exceeding these limits subject to conditional use approval;
- In the IH zone, Household Living, Self-Service Storage, Commercial Outdoor Recreation, and Major Event Entertainment uses are prohibited; and
- In the General Industrial (IG) zones, Household Living, Commercial Outdoor Recreation, and Major Event Entertainment uses are prohibited.

The plan district includes one subdistrict. Subdistrict A, consists of industrial land west of US 30 formerly within the Skyline plan district which has been transferred to the Guild's Lake Industrial Sanctuary plan district. This area will remain subject to the environmental regulations of the Skyline plan district. *(Note that the Skyline plan district will be renamed the "Northwest Hills plan district" as part of the Bureau of Planning's Land Division Code Rewrite project, effective March 26, 2002)*

Comprehensive Plan Map Amendments (Section 33.810.050.A.3)

New approval criteria, specific to the Guild's Lake Industrial Sanctuary, have been added to the existing quasi-judicial approval criteria for amendments to the *Comprehensive Plan* map. The new approval criteria are intended to protect land in the Guild's Lake Industrial Sanctuary from changes to new land use designations that can interfere with industrial operations or that disrupt the physical continuity of the Industrial Sanctuary designation within the plan district.

Conditional Uses (33.815.127)

New conditional use approval criteria have been added that are applicable specifically to accessory and headquarters offices that exceed plan district limitations. The new criteria help ensure that accessory and headquarters offices will not adversely impact industrial activities or become dominant uses in the plan district.



Appendix A: City Council Ordinance 176092

ORDINANCE NO. 176092 **As Amended**

Adopt the *Guild's Lake Industrial Sanctuary Plan*, in order to preserve industrial land in the Guild's Lake Industrial Sanctuary, and protect and promote its long-term economic viability as an industrial district. (Ordinance)

The City of Portland Ordains:

Section 1. The Council finds:

General Findings

1. Portland's *Comprehensive Plan* was adopted on October 16, 1980, acknowledged for compliance with Statewide Planning Goals on May 3, 1981, and again on January 25, 2000, and updated as a result of periodic review in June 1988, January 1991, March 1991, September 1992, and May 1995.
2. Oregon Revised Statutes (ORS) 197.628 requires cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State laws. Portland is also required to coordinate its review and update of the *Comprehensive Plan* and land use regulations with State plans and programs.
3. Portland *Comprehensive Plan* Goal 10, Plan Review and Administration, states that the *Comprehensive Plan* will undergo periodic review to ensure that it remains an up-to-date and workable framework for land use development.
4. The *Guild's Lake Industrial Sanctuary Plan* was developed by the City of Portland Bureau of Planning with participation from interested neighborhood associations and cooperation from other bureaus and agencies, property owners, business persons and citizens.
5. The *Guild's Lake Industrial Sanctuary Plan* provisions implement or are consistent with the Statewide Planning Goals, the Region 2040 Growth Concept Plan, the Metro Urban Growth Management Functional Plan, the Portland *Comprehensive Plan*, and the *Northwest District Policy Plan*, as described in the findings below.
6. The Notice of Proposed Action and copies of the *Guild's Lake Industrial Sanctuary Plan* were mailed to the Oregon Department of Land Conservation and Development on August 8, 2001, as required by ORS 197.610.
7. The amendments developed for the *Guild's Lake Industrial Sanctuary Plan* will preserve, protect, and promote the Northwest Industrial Sanctuary and define the relationship between industrial and nonindustrial lands in Northwest Portland.

8. It is in the public interest that the recommendations contained in the *Guild's Lake Industrial Sanctuary Plan* be adopted to direct change in the study area.
9. To avoid overlap between the Skyline and Guild's Lake Industrial Sanctuary plan districts, and to simplify implementation, the area within Subdistrict A of the Guild's Lake Industrial Sanctuary plan district will be removed from the Skyline plan district. The environmental regulations of the Skyline plan district that currently apply to this area will still apply in Subdistrict A.
10. To avoid overlap between the *Northwest District Policy Plan* and the *Guild's Lake Industrial Sanctuary Plan* areas, and to simplify implementation, the boundary of the *Northwest Policy Plan* area will be amended to remove the area within the Guild's Lake Industrial Sanctuary from the *Northwest District Policy Plan* area, as shown on the map attached as Exhibit B to this Ordinance. The *Guild's Lake Industrial Sanctuary Plan*, which supports the applicable goals and policies of the *Northwest District Policy Plan*, as described in the findings below, will provide future direction for development in this area.

Statewide Planning Goals Findings

11. State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with the state land use goals. Because of the limited scope of the amendments in this ordinance, only the state goals addressed below apply.
12. **Goal 1, Citizen Involvement**, requires provision of opportunities for citizens to be involved in all phases of the planning process. The *Guild's Lake Industrial Sanctuary Plan* and the preparation of these amendments has provided numerous opportunities for public involvement, in compliance with Goal 1. Findings on Portland *Comprehensive Plan* Goal 9, Citizen Involvement, and its related policies and objectives also describe the City's actions in compliance with this goal, including:
 - a) The *Guild's Lake Industrial Sanctuary Plan* is a project that was initiated by the Northwest Industrial Neighborhood Association (NINA) in response to a 1996 City Council resolution (No. 35534).
 - b) In 1995, at City Council's invitation, NINA formed the Northwest Industrial Sanctuary Task Force, which produced and submitted a report to City Council recommending additional protections for the Northwest Industrial Sanctuary area. During May and early June 1996, this task force met five times with representatives from the Pearl District Land Use Committee, the Northwest District Neighborhood Association (NWDA), the NWDA Land Use Committee, Neighbors West/Northwest, the Linnton Neighborhood Association, the River District Neighborhood Association, and representatives of private industry.
 - c) In 1996, NINA sponsored a workshop for the four northwest neighborhoods with industrial zoning (NINA, NWDA, Pearl, and Linnton), which led to the formation of

the Northwest Industrial Sanctuary Working Group (SWG). The SWG developed recommendations for criteria and boundaries of industrially zoned areas needing additional protections and areas appropriate for a transition to other land uses.

- d) The *Guild's Lake Industrial Sanctuary Plan* is based upon the foundation of the 1999 *Northwest Industrial Neighborhood Plan*, which was developed under the direction of a Steering Committee that included representatives from the Northwest Industrial Neighborhood Association and neighborhood property owners. A public open house for review and comment on the draft *Northwest Industrial Neighborhood Plan* was held on October 29, 1997.
- e) The 1999 NWDA Board-adopted *Northwest District Neighborhood Plan* includes a sub-area policy specific to the Industrial Sanctuary. Elements of this policy have been incorporated into the *Guild's Lake Industrial Sanctuary Plan*. The NWDA Plan was developed through substantial community input, including public workshops and meetings to review and refine the plan. Many affected property owners and residents attended and participated in these events. A public open house relating to industrial zones within NWDA was held on March 24, 1998.
- f) The *Guild's Lake Industrial Sanctuary Plan* was informed by input from a Northwest Industrial Neighborhood Association (NINA) Board Planning Subcommittee which met with Bureau of Planning staff to review and comment on drafts of the plan on March 22, May 2, May 22, and July 21, 2000 and January 16, April 18, June 5, and August 24, 2001.
- g) Project staff also reviewed and discussed the plan with the NINA Board on January 11 and October 10, 2000 and April 10 and September 11, 2001.
- h) The Northwest Planning Projects Citizens Advisory Committee (CAC), composed of community residents, business people and property owners from the NINA, NWDA, Pearl District, and Linnton neighborhoods provided guidance and input on the *Guild's Lake Industrial Sanctuary Plan*. Project staff met with the CAC to review and discuss the plan on February 15 and May 1, 2001.
- i) The Northwest Planning Projects Technical Advisory Committee (TAC), composed of representatives of state, regional, county, and city agencies, as well as private sector utilities, also advised planning staff in the development of the plan's policies and regulations. Project staff met with the TAC to review and discuss the plan on May 14, 2001.
- j) Project staff attended Northwest District Association (NWDA) Planning Committee meetings to review and discuss the plan on January 18, February 15, April 15 and September 20, 2001.

- k) Bureau of Planning staff provided information and an opportunity for citizen comment on the *Public Review Draft Guild's Lake Industrial Sanctuary Plan* at an open house on June 21, 2001, which was attended by 40 people.
 - l) A *Guild's Lake Industrial Sanctuary Plan* web site went online in early June 2001 and was regularly updated thereafter. The site provided project information, notification of public events and hearings, drafts of the plan, and means for contacting project staff for more information.
 - m) Notice of Proposed Amendment was sent to the State Department of Land Conservation and Development (DLCD) on August 8, 2001, more than 45 days prior to the first evidentiary hearing.
 - n) Measure 56 notification of the September 25, 2001 Portland Planning Commission public hearing on the *Proposed Guild's Lake Industrial Sanctuary Plan* was sent to all property owners in the Guild's Lake Industrial Sanctuary on August 24, 2001.
 - o) A general notification of the September 25, 2001 Portland Planning Commission public hearing on the *Proposed Guild's Lake Industrial Sanctuary Plan* was sent to interested parties, including those on the project mailing list, on August 24, 2001.
 - p) The Bureau of Planning *Proposed Guild's Lake Industrial Sanctuary Plan* was made available on September 7, 2001.
 - q) The Portland Planning Commission held a public hearing and considered public testimony on the proposed amendments to the *Comprehensive Plan*, zoning map, and *Portland Zoning Code* on September 25, 2001. The Planning Commission unanimously recommended forwarding the *Proposed Guild's Lake Industrial Sanctuary Plan* with minor amendments to the Portland City Council for its consideration.
 - r) Notices of the November 14, 2001 Portland City Council public hearing on the *Recommended Guild's Lake Industrial Sanctuary Plan* were sent to those who had testified at the September 25, 2001 Planning Commission public hearing, those requesting such notice, and other interested persons on October 22, 2001.
 - s) The Planning Commission's *Recommended Guild's Lake Industrial Sanctuary Plan* was made available on October 23, 2001.
 - t) The Portland City Council held a public hearing on the Planning Commission's recommended amendments to the *Comprehensive Plan*, zoning map, and *Portland Zoning Code* on November 14, 2001.
13. **Goal 2, Land Use Planning**, requires the development of a process and policy framework which acts as a basis for all land use decisions and assures that decisions and actions are based on an understanding of the facts relevant to the decision. Portland *Comprehensive Plan* findings on Goal 1, Metropolitan Coordination, and its related

policies and objectives meet this goal. The amendments are supportive of this goal because they provide specific standards to guide the development of land uses to meet the public policy objectives of the Portland *Comprehensive Plan*.

14. **Goal 6, Air, Water and Land Resource Quality**, requires the maintenance and improvement of the quality of air, water and land resources. The *Guild's Lake Industrial Sanctuary Plan* amendments are consistent with this goal for the following reasons: they support the continued separation of land dedicated for industrial uses from land dedicated to commercial, residential and mixed uses and; they encourage less intensive industrial and industrial related uses to locate on the edges of the Guild's Lake Industrial Sanctuary proximate to residential and mixed use areas. The amendments also support this goal by establishing policies that encourage environmentally-sensitive industrial projects and practices that conserve natural resources and reduce pollution. Portland *Comprehensive Plan* findings on Goal 8, Environment, and its related policies and objectives also support this goal.
15. **Goal 9, Economic Development**, requires provision of adequate opportunities for a variety of economic activities vital to public health, welfare, and prosperity. The amendments are consistent with this goal because they propose a number of strategies for increasing business and employment opportunities in the Industrial Sanctuary area. The plan also calls for the development of a marketing strategy to attract new businesses and jobs. Portland *Comprehensive Plan* findings on Goal 5, Economic Development, and its related policies and objectives also support this goal.
16. **Goal 11, Public Facilities and Services**, requires planning and development of timely, orderly and efficient public service facilities that serve as a framework for urban and rural development. The amendments are consistent with this goal because increased industrial development opportunity along and near the existing water, rail, and roadway systems will maximize the district and city return on investment in the public infrastructure. Portland *Comprehensive Plan* findings on Goals 11 A through I, Public Facilities, and related policies and objectives also support this goal.
17. **Goal 12, Transportation**, requires provision of a safe, convenient and economic transportation system. The amendments are consistent with this goal because they seek to maintain, preserve, and improve the intermodal and multimodal transportation system in the Guild's Lake Industrial Sanctuary. Portland *Comprehensive Plan* findings on Goal 6, Transportation, and its related policies and objectives also support this goal.
18. **Goal 13, Energy Conservation**, requires development of a land use pattern that maximizes the conservation of energy based on sound economic principles. The amendments are consistent with this goal because they call for enhancing the Guild's Lake Industrial Sanctuary as a competitive and forward-thinking industrial area by fostering innovative and environmentally-sensitive industrial projects and practices that improve the operational efficiency of the Guild's Lake Industrial Sanctuary. Portland *Comprehensive Plan* findings on Goal 7, Energy, and its related policies and objectives also support this goal.

19. **Goal 14, Urbanization**, requires provision of an orderly and efficient transition of rural lands to urban use. The amendments are consistent with this goal because they provide additional industrial development opportunities in an areas with excellent intermodal and multimodal access within the regional urban growth boundary, which helps to reduce long-term regional pressures for conversion of rural lands to urban uses for employment uses. Portland *Comprehensive Plan* findings on Goal 2, Urban Development, and its related policies and objectives also support this goal.
20. **Goal 15, Willamette River Greenway**, requires the protection, conservation, enhancement, and maintenance of the natural, scenic, historic, agricultural, economic, and recreational qualities of land along the Willamette River. The amendments are consistent with this goal because they recognize the Willamette River as a valuable economic, transportation, natural, and recreational resource for the entire city. The amendments also call for coordinating the *Guild's Lake Industrial Sanctuary Plan* policies and implementation measures with ongoing and future citywide planning efforts that address the significance of the river and the city's industrial land supply, including the *Willamette River Greenway Plan*. The amendments also call for preserving waterfront land for river-dependant and river-related land uses.
21. The amendments do not affect **Goals 3 Agricultural Lands, 4 Forest Lands, 5 Open Space, Scenic and Historic Areas, and Natural Resources, 7 Areas Subject to Natural Disasters and Hazards, 8 Recreational Needs, and 10 Housing** because the *Guild's Lake Industrial Sanctuary Plan* is focused on protecting land for industrial uses, promoting jobs and economic development, and ensuring that the transportation system supports the industrial area.
22. **Goals 16, 17, 18, and 19** deal with **Estuarine Resources, Coastal Shorelines, Beaches and Dunes, and Ocean Resources**, respectively, and are not applicable to Portland as none of these resources are present within the city limits.

Metro Urban Growth Management Functional Plan Findings

Cities must adopt and amend comprehensive plans and land use regulations in compliance with the Metro *Functional Plan* titles. Because of the limited scope of the amendments in this ordinance, only the *Functional Plan* titles addressed below apply.

23. **Title 1, Requirements for Housing and Employment Accommodation**, requires that each jurisdiction contribute its fair share to increasing the development capacity of land within the urban growth boundary. This requirement is to be generally implemented through city-wide analysis based on calculated capacities from land use designations. The amendments are not inconsistent with this title because they are intended to maintain and expand the industrial business and employment opportunities in the plan area. The amendments also restrict some non-industrial uses while allowing limited commercial uses that serve industrial firms and their employees. The plan's vision describes nearly 5,000 new industrial-related jobs in the next 20 years. The Guild's Lake Industrial

Sanctuary is not an appropriate area for housing and does not contribute to the City of Portland's housing capacity, which has already been calculated citywide and meets the City's share of the regional allocation.

24. **Title 2, Regional Parking Policy**, regulates the amount of parking permitted by use for jurisdictions in the region. The amendments are not inconsistent with this title because they seek the development of alternative transportation options for employees in the plan area, including transit, carpools, bicycling, and walking to reduce parking needs, vehicle emissions, and congestion levels. Also, parking maximums were adopted by the City in October 2000 and these have been applied citywide, thus meeting the requirements of Title 2.
25. **Title 3, Water Quality and Flood Management Conservation**, calls for the protection of the beneficial uses and functional values of resources within Metro-defined Water Quality and Flood Management Areas by limiting or mitigating the impact of development in these areas. The amendments are not inconsistent with this title because the City of Portland is revising and updating its local regulations to implement Title 3 citywide.
26. **Title 4, Retail in Employment and Industrial Areas**, calls for retail development in Employment and Industrial areas that supports these areas and does not serve a larger market area. The amendments are not inconsistent with this title because the amendments allow a limited amount of compatible non-industrial uses within the plan area that provide retail and business services primarily to support industrial employees and businesses. The amendments also include additional limitations and prohibitions on commercial, residential, and accessory office uses to ensure that new development will not interfere with industrial activities. Also, use regulations for employment and industrial zones were amended in April 1999 to meet the Title 4 requirements.
27. **Title 6, Regional Accessibility**, recommends street design and connectivity standards that better serve pedestrian, bicycle and transit travel and that support the Regional 2040 Growth Concept. The amendments are not inconsistent with this title because they emphasize maintaining, preserving, and improving the intermodal and multimodal transportation system to provide for the smooth movement of goods and employees into and through the plan area. This includes developing alternative transportation options for employees and locating safe pedestrian and bicycle routes within the plan area and improving pedestrian and bicycle connections to nearby residential areas to minimize conflicts with industrial traffic.
28. **Title 8, Compliance Procedures**, outlines compliance procedures for amendments to comprehensive plans and implementing ordinances. The City submitted a *Compliance Report* in February 1999, an update report in June 1999, and a final *Compliance Report* update in December 1999.

Portland Comprehensive Plan Goals Findings

29. The City's Comprehensive Plan was adopted by the Portland City Council on October 16, 1980, and was acknowledged as being in conformance with the statewide planning goals by the Land Conservation and Development Commission (LCDC) on May 1, 1981. On May 26, 1995 and again on January 25, 2000, the LCDC completed its review of the City's final local periodic review order and periodic review work program, and reaffirmed the plan's compliance with the statewide planning goals.
30. This ordinance amends Portland's *Comprehensive Plan* policies and map. It also amends the Portland *Zoning Code* by adding the newly created Guild's Lake Industrial Sanctuary plan district and adding new approval criteria for both Comprehensive Plan Map amendments and conditional uses in the *Guild's Lake Industrial Sanctuary Plan* area. The amendments do not change any other land use regulation beyond those identified. Therefore, the following *Comprehensive Plan* goals, policies and objectives apply to the amendments and the amendments satisfy the applicable goals, policies and objectives for the reasons stated below.
31. During the course of public hearings, the Bureau of Planning, the Planning Commission, and the City Council provided all interested parties opportunities to identify, either orally or in writing, any other *Comprehensive Plan* goal, policy or objective that might apply to the amendments. No additional provisions were identified.
32. **Goal 1, Metropolitan Coordination**, calls for the *Comprehensive Plan* to be coordinated with federal and state law and to support regional goals, objectives and plans. The amendments are consistent with this goal because the regulatory changes enhance local compliance with the laws and goals, objectives and plans. They support local and regional business and employment goals and objectives.
33. **Policy 1.1, Urban Growth Boundary**, calls for support of the concept of an Urban Growth Boundary for the Portland metropolitan area. The amendments support this policy because they increase opportunities for industrial development, and in doing so, maintain jobs and promote new jobs, near the central city area, thus decreasing the need to urbanize additional land and limit expansion of the urban growth boundary.
34. **Policy 1.4, Intergovernmental Coordination**, calls for continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds. The amendments support this policy because they recognize the need to coordinate the *Guild's Lake Industrial Sanctuary Plan* policies and implementation measures with other public agencies' ongoing and future citywide planning efforts. Also, state, regional, and local agencies participated in the development of the *Guild's Lake Industrial Sanctuary Plan*.
35. **Goal 2, Urban Development**, calls for maintenance of Portland's role as the major regional employment and population center by expanding opportunities for housing and jobs, while retaining the character of established residential neighborhoods and business centers. The amendments are consistent with this goal because they maintain and expand

industrial businesses and employment and also provide for new employment opportunities in the Guild's Lake Industrial Sanctuary.

36. **Policy 2.2, Urban Diversity**, calls for promotion of a range of living environments and employment opportunities for Portland residents. The amendments support this policy because they preserve and protect land primarily for industrial uses while allowing for compatible non-industrial uses that support these industrial businesses. The amendments also contribute to the maintenance and enhancement of all of Northwest Portland as a diverse urban environment that includes opportunities for housing commercial services, and industrial employment in relatively close proximity.
37. **Policy 2.7, Willamette River Greenway Plan**, calls for implementation of the Willamette River Greenway Plan which preserves a strong working river while promoting recreation, commercial and residential waterfront development. The *Guild's Lake Industrial Sanctuary Plan* is consistent with this policy because it helps to maintain the Willamette River as a working river by calling for the preservation of waterfront land for river-dependant and river-related industrial uses and also encourages the Northwest Industrial Neighborhood Association and the Northwest District Neighborhood Association to participate in the ongoing update of the *Willamette River Greenway Plan*.
38. **Policy 2.14, Industrial Sanctuaries**, calls for encouraging the growth of industrial activities by preserving industrial land primarily for manufacturing purposes. The amendments support this policy because the *Guild's Lake Industrial Sanctuary Plan* provides a policy framework that preserves the industrial land in the Guild's Lake Industrial Sanctuary, and protects and promotes its long-term economic viability as an industrial district.
39. **Policy 2.15, Living Closer to Work**, calls for locating greater residential densities, including affordable housing, near major employment centers, including Metro-designated regional and town centers, to reduce vehicle miles traveled per capita and maintain air quality; and calls for encouraging home-based work where the nature of the work is not disruptive to the neighborhood. The amendments support this policy because they seek to maintain and enhance the Guild's Lake Industrial Sanctuary by providing employment opportunities near high density residential neighborhoods and the general central city area.
40. **Policy 2.19, Infill and Redevelopment**, calls for encouraging infill and redevelopment as a way to implement the *Livable City* growth principles and accommodate expected increases in population and employment. The amendments support this policy because they preserve land for existing and future industry and employment, allowing for new employment opportunities in the Guild's Lake Industrial Sanctuary by reusing or redeveloping reclaimed, underutilized and vacant land and buildings.

41. **Policy 2.20, Utilization of Vacant Land**, calls for providing for full utilization of existing vacant land except in those areas designated as open space. The amendments support this policy because they call for reusing or redeveloping reclaimed, underutilized and vacant land and buildings in the plan area to help maintain and expand industrial businesses and employment opportunities in the Guild's Lake area.
42. **Policy 2.23, Buffering**, calls for mitigating the impacts from non residential uses on residential areas through the use of buffering and access limitations, in particular when residentially zoned lands are changed to commercial, employment or industrial zones. The amendments are not inconsistent with this policy because they call for minimizing conflicts between industrial and non-industrial land uses and by encouraging less intensive uses such as accessory or headquarters offices and showrooms to locate near adjacent residential uses along NW Vaughn.
43. **Goal 3, Neighborhoods**, calls for preservation and reinforcement of the stability and diversity of the city's neighborhoods while allowing for increased density. The *Guild's Lake Industrial Sanctuary Plan* amendments are consistent with this goal. They protect existing industrial land, support increased industrial development in a limited area near the central city, and provide for additional employment opportunities in areas currently designated for industrial uses in the two neighborhoods. The stability of the industrial area will be increased as a result of this plan, as the amendments minimize conflicts between industrial and non-industrial land uses by prohibiting household living, commercial outdoor recreation, and major event entertainment land uses in the industrial zones. The amendments also reinforce the stability of adjacent residential areas by encouraging and supporting industrial land uses that have fewer potential conflicts with non-industrial uses to locate within the Industrial Sanctuary closest to nearby residential areas.
44. **Policy 3.1, Physical Conditions**, calls for providing and coordinating programs to prevent the deterioration of existing structures and public facilities. The amendments support this policy because they support maintaining, protecting, and enhancing the public and private multimodal transportation and other public and private investments in the Guild's Lake Industrial Sanctuary, including rail and marine terminal facilities.
45. **Policy 3.5, Neighborhood Involvement**, provides for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood. The amendments support this policy because the *Guild's Lake Industrial Sanctuary Plan* was initiated with the development by the Northwest Industrial Neighborhood Association (NINA) of a plan for the Northwest industrial area. The City of Portland took the NINA plan and revised its contents as the *Guild's Lake Industrial Sanctuary Plan*, with the assistance, review, and input of the NINA Board and planning subcommittee, the Northwest District Neighborhood Association (NWDA) and the Northwest Planning Citizen Advisory Committee. Additionally, the 1999 NWDA Board-adopted neighborhood plan, which includes an industrial sub-area within the Guild's Lake Industrial Sanctuary, was considered in the development of the *Guild's*

Lake Industrial Sanctuary Plan. The amendments also support this policy for the reasons cited in the findings for Statewide Planning Goal 1, above.

46. **Goal 4, Housing** calls for enhancing Portland's vitality as a community at the center of the region's housing market by providing housing of different types, tenures, density, sizes, costs and locations that accommodate the needs, preferences, and financial capabilities of current and future households. The amendments are not inconsistent with this goal because they preserve and protect the Guild's Lake Industrial Sanctuary for primarily industrial uses while minimizing the conflicts between industrial and non-industrial uses such as residential. Residential uses are located near the Industrial Sanctuary and can continue to flourish.
47. **Policy 4.1, Housing Availability, Objective J:** calls for limiting residential development in areas designated as industrial sanctuaries. The amendments support this objective because they prohibit new residential uses within the Guild's Lake Industrial Sanctuary.
48. **Policy 4.6, Housing Quality, Objective C:** Protect housing from excessive off-site impacts including pollution, noise, vibration, odors, and glare. The amendments support this objective because they seek to contribute to the maintenance and enhancement of all of Northwest Portland as a diverse urban environment that includes opportunities for housing, commercial services, and industrial employment in relatively close proximity. This includes minimizing conflicts between industrial and non-industrial land uses by encouraging less intensive uses such as accessory or headquarters offices, showrooms or other "clean" industrial activities to locate near adjacent residential uses.
49. **Policy 4.6, Housing Quality, Objective D:** Limit conflicts between existing business areas and housing caused by traffic and parking, noise, and signage. The amendments support this objective because they seek to minimize conflicts between industrial and non-industrial land uses by prohibiting new household living, commercial outdoor recreation, and major event entertainment land uses in the industrial zones. The amendments also support this objective for the reasons cited in the findings for Portland *Comprehensive Plan* Policy 4.6, Objective C, above.
50. **Goal 5, Economic Development,** calls for promotion of a strong and diverse economy, which provides a full range of employment and economic choices for individuals and families in all parts of the city. The amendments are consistent with this goal because they emphasize maintaining and expanding industrial businesses and employment opportunities, which are a great source of family wage jobs, in the Guild's Lake Industrial Sanctuary as well as stimulating investment in the area's public and private infrastructure and industrial facilities.
51. **Policy 5.1, Urban Development and Revitalization,** calls for encouraging investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities. The

amendments support this policy because they seek to provide for new employment opportunities by reusing or redeveloping reclaimed, underutilized and vacant land and buildings in the Guild's Lake Industrial Sanctuary.

52. **Objective A:** Ensure that there are sufficient inventories of commercially and industrially-zoned, buildable land supplied with adequate levels of public and transportation services. The amendments support these objectives because they emphasize protecting a specific area of industrial land for industrial and industrial supportive uses, maintaining and expanding industrial businesses and employment opportunities in the Guild's Lake Industrial Sanctuary as well as stimulating investment in the area's public and private infrastructure and industrial facilities.
53. **Objective C:** Retain industrial sanctuary zones and maximize use of infrastructure and intermodal transportation linkages with and within these areas. The amendments support this objective because they seek to maintain and expand industrial business and employment opportunities in the Guild's Lake Industrial Sanctuary while also maintaining, preserving, and improving the intermodal and multimodal transportation system to provide for the movement of goods and employees into, out of, and through the plan area.
54. **Objective F:** Recognize and support environmental conservation and enhancement activities for their contribution to the local economy and quality of life for residents, workers and wildlife in the city. The amendments are consistent with this objective because they enhance the Guild's Lake Industrial Sanctuary as a competitive and forward-thinking industrial area by fostering innovative and environmentally-sensitive industrial projects and practices that improve the operational efficiency of industrial firms while conserving natural resources and reducing pollution.
55. **Policy 5.2, Business Development,** calls for sustaining and supporting business development activities to retain, expand, and recruit businesses. The amendments support this policy because they call for fostering a business and public policy environment that promotes continued private and public sector investments in infrastructure, facilities, equipment, and jobs, including marketing the Guild's Lake Industrial Sanctuary as a premier industrial district.
56. **Policy 5.3, Community-Based Economic Development, Objective A:** Assist broadly-based community coalitions to implement development objectives and programs of adopted community or neighborhood plans. Coalition interests include, at a minimum, City-recognized neighborhood and business associations, as well as businesses, residents, educators, service providers, and other groups and individuals. The amendments support this objective because the Northwest District Association, the Northwest Industrial Neighborhood Association, and other businesses, organizations, and individuals are included as implementors of the *Guild's Lake Industrial Sanctuary Plan* implementation actions.

57. **Policy 5.3, Community-Based Economic Development, Objective B:** Coordinate activities with other governments, resource organizations and service providers to implement adopted community and neighborhood plan objectives, programs and actions. The amendments support this objective because city bureaus, as well as other public agencies and service and resource organizations are included as implementors of the *Guild's Lake Industrial Sanctuary Plan* implementation actions.
58. **Policy 5.4, Transportation System,** calls for promotion of a multi-modal regional transportation system that encourages economic development. The amendments support this policy because they call for maintaining, preserving, and improving the intermodal and multimodal transportation system to provide for the smooth movement of goods and service into, out of and through the Guild's Lake Industrial Sanctuary.
59. **Objective A:** Support regional transportation improvements to facilitate the efficient movement of goods and services in and out of Portland's major industrial and commercial areas. Ensure access to intermodal terminals and related distribution facilities. The amendments support this objective because they seek to maintain, protect, and enhance the public and private multimodal transportation investments in the Guild's Lake Industrial Sanctuary, including rail and marine terminal facilities, to ensure its continued viability as a major center for the import and export of industrial products in the state of Oregon. The amendments also support this objective because they seek to maintain the operational characteristics on roads and at intersections that support truck movements and industrial economic growth, while accommodating traffic, transit, and emergency access needs.
60. **Objective B:** Support the maintenance and efficient use of the transportation infrastructure for local, national, and international distribution of goods and services. The amendments support this objective for the reasons cited in the findings for Portland *Comprehensive Plan* Policy 5.4 and Objective 5.4 A, above
61. **Objective C:** Work closely with public agencies, such as Tri-Met, and the private sector to deliver an efficient and effective transportation system and network. Improve transit connections between residential communities and work sites. The amendments support this objective because they will address congestion on highways and roads within the Guild's Lake Industrial Sanctuary through regional and area-wide systems planning and maximize the efficiency of transportation facilities for all modes of travel, with the participation of private industry. The amendments also support this objective because they call for maintaining characteristics of roads that that accommodate transit needs and for developing alternative transportation options, including transit.
62. **Objective E:** Promote safe and pleasant bicycle and pedestrian access to and circulation within commercial areas. Provide convenient, secure bicycle parking for employees and shoppers. The amendments support this objective because they

emphasize locating safe pedestrian and bicycle routes within the Guild's Lake Industrial Sanctuary that minimize conflicts with industrial traffic. The amendments also seek to improve pedestrian and bicycle connections to nearby residential areas to reduce congestion levels and auto emissions, preserve capacity of the street system, and reduce parking needs.

63. **Objective H:** Pursue transportation and parking improvements that reinforce commercial, industrial and residential districts and promote development of new commercial, industrial, and residential districts. The amendments support this objective because they seek to maintain, protect, and enhance the public and private multimodal transportation investments in the Guild's Lake Industrial Sanctuary, including rail and marine terminal facilities, to ensure its continued viability as a major center for the import and export of industrial products in the state of Oregon.
64. **Policy 5.8, Diversity and Identity in Industrial Areas,** calls for promotion of a variety of efficient, safe and attractive industrial sanctuary and mixed employment areas in Portland. The amendments support this policy because they emphasize maintaining, promoting, and expanding industrial business and employment opportunities in the Guild's Lake Industrial Sanctuary. The amendments also seek to stimulate investment in the area's public and private infrastructure and industrial facilities.
65. **Objective A:** Recognize and promote the variety of industrial areas in Portland through development regulations which reflect the varied physical characteristics of the city's industrial areas. Distinguish between older developed areas and newer, less developed ones. The amendments support this objective because they recognize the unique characteristics of the Guild's Lake Industrial Sanctuary by creating a Guild's Lake Industrial Sanctuary plan district that includes a set of regulations intended to preserve the area primarily for industrial uses and protects it from the incursion of nonindustrial uses. Because of its proximity to dense mixed-use and residential neighborhoods, the Guild's Lake Industrial Sanctuary is particularly appropriate for additional protections designed to prevent development pressure for changes out of industrial uses.
66. **Objective B:** For each industrial zone, establish specific development requirements, while providing a mechanism to allow modification of the regulations when the proposed project design meets the purpose of the regulation. The amendments support this objective because the recommended Guild's Lake Industrial Sanctuary plan district includes specific development regulations for the Heavy Industrial (IH) and the General Industrial (IG) zones.
67. **Objective D:** Within industrial districts, allow some lands designated for commercial or mixed employment. Provide for this while maintaining the overall industrial orientation of the districts. The amendments support this objective because they allow a limited amount of compatible non-industrial uses within the

Guild's Lake Industrial Sanctuary that provide retail and business services primarily to support industrial employees and businesses and that do not interfere with industrial operations and the industrial character of the Industrial Sanctuary.

68. **Objective F:** For activities which tend to have substantial off-site impacts or demands on public services, limit the zones where they are permitted outright, and require additional reviews where they may be appropriate. The amendments support this objective because they establish conditional use approval criteria that would be applicable specifically to accessory and headquarters offices that exceed plan district regulations. Other nonindustrial land uses, such as Commercial Outdoor Recreation and Major Event Entertainment, which could have substantial off-sit impacts, are prohibited within the plan district
69. **Policy 5.9, Protection of Non-Industrial Lands,** calls for protection of non-industrial lands from the potential adverse impacts of industrial activities and development. The amendments support this policy because they call for minimizing conflicts between industrial and non-industrial land uses and for encouraging industrial and industrial-related uses with fewer potential adverse impacts, such as accessory office and showrooms, to locate along the border of the Industrial Sanctuary on NW Vaughn. The amendments also support this policy for the reasons cited in the findings for Portland *Comprehensive Plan* Policy 4.6 and related objectives, above.
70. **Goal 6, Transportation,** calls for protection of the public interest and investment in the public right-of-way and transportation system by encouraging development of a balanced, affordable and efficient transportation system consistent with the Arterial Streets Classifications and Policies by:
- Providing adequate accessibility to all planned land uses;
 - Providing safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability;
 - Minimizing the impact of inter-regional trips on City neighborhoods, commercial areas, and the City street system by maximizing the use of regional trafficways and transitways for such trips;
 - Reducing reliance on the automobile and per capita vehicle miles traveled;
 - Guiding the use of the city street system to control air pollution, traffic, and livability problems; and
 - Maintaining the infrastructure in good condition
- The amendments are consistent with this goal because they maintain, preserve, and improve the intermodal and multimodal transportation system to provide for the smooth movement of goods and employees into and through the Guild's Lake Industrial Sanctuary. The amendments also support this goal by calling for maximizing the efficiency of transportation facilities for all modes of travel and by calling for maintaining operational characteristics of roads that support truck movements, while accommodating traffic, transit and emergency access needs. The amendments also support this goal for the reasons cited in the findings for Portland *Comprehensive Plan* policies 6.1 through 6.27, below.

71. **Policy 6.1, Intergovernmental Coordination**, calls for coordinating transportation facilities and improvements with development activities and with regional transportation and land use plans. The amendments support this policy because they seek to manage congestion on highways and roadways within the Guild's Lake Industrial Sanctuary through regional and area-wide systems planning and maximize the efficiency of transportation facilities for all modes of travel, with the participation of private industry.
72. **Policy 6.2, Regional and City Travel Patterns**, calls for traffic to use streets in a manner consistent with the Arterial Streets Classifications of those streets. The amendments support this policy because they call for managing congestion on highways and roads through regional and area-wide systems planning and for maintaining operational characteristics on roads that support truck movement and accommodate traffic and transit. The amendments also support this policy because they recognize the role of NW Vaughn Street, a Neighborhood Collector Street, as an important multimodal access route to the Guild's Lake Industrial Sanctuary and Northwest Portland.
73. **Policy 6.4, Coordinate Land Use and Transportation Planning**, calls for coordinating land use planning with transportation planning and requires that the Transportation Element be a guide in land use planning and in the transportation project development process. The amendments support this policy because this plan coordinates transportation systems needs with those of industrial uses in the area.
74. **Policy 6.5, Neighborhood Collector and Local Service Street Traffic Management**, calls for managing traffic on Neighborhood Collectors and Local Service streets according to the hierarchy established in the Transportation Element, and the land uses they serve. The amendments support this policy because they recognize the role of NW Vaughn Street as an important multimodal access route to the Guild's Lake Industrial Sanctuary and Northwest Portland.
75. **Policy 6.6, Urban Form**, calls for supporting a regional form composed of mixed-use centers served by a multi-modal transportation system. Street and pedestrian connections should be provided to transit routes and within and between new and existing residential, commercial, and employment areas and other activity centers. The amendments support this policy because they call for locating safe pedestrian and bicycle routes, as part of a multimodal transportation system, within the Guild's Lake Industrial Sanctuary that minimize conflicts with industrial traffic. The amendments also call for improved pedestrian and bicycle connections to nearby residential areas to reduce congestion levels and auto emissions, preserve capacity of the street system, and reduce parking needs.
76. **Policy 6.7, Public Transit**, calls for development of transit as the preferred form of person trips to and from the Central City, regional and town centers, and light rail stations and enhancing access to transit along Main Streets and transit corridors. The amendments support this policy because they emphasize developing alternative

transportation options for employees of the Guild's Lake Industrial Sanctuary, including transit, carpools, bicycling, and walking.

77. **Policy 6.11, Pedestrian Transportation**, calls for planning for, and completion of, a pedestrian network that increases the opportunities for walking to shopping and services, institutional and recreational destinations, employment, and transit. The amendments support this policy because they call for locating safe pedestrian routes within the Guild's Lake Industrial Sanctuary and improving pedestrian connections to nearby areas.
78. **Objective D:** Increase pedestrian safety and convenience by identifying and analyzing high pedestrian collision locations; by making physical improvements, such as traffic calming, signal improvements, and crossing improvements in areas of high pedestrian use; and by supporting changes to adopted statutes and codes that would enhance pedestrian safety. The amendments support this objective because they call for locating safe pedestrian and bicycle routes within the Guild's Lake Industrial Sanctuary that minimize conflicts with industrial traffic. The amendments also call for improving pedestrian and bicycle connections to nearby residential areas to reduce congestion levels and auto emissions, preserve capacity of the street system, and reduce parking needs.
79. **Policy 6.12, Bicycle Transportation**, calls for making the bicycle an integral part of daily life in Portland, by implementing a bikeway network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer. The amendments support this policy because they call for locating safe bicycle routes and connections through the Guild's Lake Industrial Sanctuary and for the development of alternative transportation options, including bicycling, for area employees.
80. **Objective B:** Provide bikeway facilities that are appropriate to the street classifications, traffic volume and speed on all rights-of-way. The amendments support this objective because they call for locating safe bicycle routes within the Guild's Lake Industrial Sanctuary that minimize conflicts with industrial traffic. This includes improving bicycle connections to nearby residential areas to reduce congestion levels and auto emissions, preserve capacity of the street system, and reduce parking needs.
81. **Objective F:** Increase the number of bicycle-transit trips. Support Tri-Met's "Bikes on Transit" program. The amendments support this objective because they emphasize developing alternative transportation options for employees of the Guild's Lake Industrial Sanctuary, including transit, carpools, bicycling, and walking to reduce parking needs, vehicle emissions, and congestion levels.
82. **Policy 6.18, Clean Air and Energy Efficiency**, calls for encouraging the use of all modes of travel that contribute to clean air and energy efficiency. The amendments support this policy because they emphasize the development of alternative

transportation options for employees of the Guild's Lake Industrial Sanctuary, including transit, carpools, bicycling, and walking to reduce parking needs, vehicle emissions, and congestion levels.

83. **Policy 6.19, Multimodal**, calls for coordination of the planning, development, and interconnection of all modes of passenger transportation. The amendments support this policy because they seek to maintain, preserve, and improve the intermodal and multimodal transportation system to move goods and people into, out of and through the Guild's Lake Industrial Sanctuary. The amendments also support this policy because they call for regional and area-wide transportation systems planning and maximizing the efficiency of transportation facilities for all modes of travel.
84. **Policy 6.21, Freight Intermodal Facilities and Freight Activity Areas**, calls for development and maintenance of a multimodal transportation system for the safe and efficient movement of goods within the city. The amendments support this policy because they emphasize maintaining, preserving, and improving the intermodal and multimodal transportation system to provide for the movement of goods and employees into, out of and through the Guild's Lake Industrial Sanctuary.
85. **Objective A:** 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. The amendments support this objective because they call for maintaining, protecting, and enhancing the public and private multimodal transportation investments in the Guild's Lake Industrial Sanctuary, including marine terminal facilities. The amendments also support this objective because were developed with the active participation of the Port of Portland, private railroads, and other affected agencies and organizations.
86. **Objective B:** Preserve the public and private investment in the freight network. The amendments support this objective because they call for maintaining, protecting, and enhancing the public and private multimodal transportation investments in the Guild's Lake Industrial Sanctuary, including rail and marine terminal facilities.
87. **Objective C:** Consider the need for freight movement when conducting multimodal transportation studies. The amendments support this objective because they call for managing congestion on highways and roads within the Guild's Lake Industrial Sanctuary through regional and area-wide systems planning and maximizing the efficiency of transportation facilities for all modes of travel, with the participation of private industry. The amendments also support this objective because they call for maintaining the operational characteristics on roads and at intersections that support truck movements, while accommodating traffic, transit, and emergency access needs.
88. **Policy 6.22, Right-of-Way Opportunities**, calls for preservation of existing and abandoned rail rights-of-way and examination of their potential for future rail freight,

passenger service, or recreational trail uses. The amendments support this objective because they call for maintaining, protecting, and enhancing the public and private multimodal transportation investments in the Guild's Lake Industrial Sanctuary, including rail facilities.

89. **Policy 6.27, Adequacy of Transportation Facilities**, calls for ensuring that amendments to the Comprehensive Plan, or to land use regulations, that change allowed land uses and significantly affect a transportation facility are consistent with the identified function, capacity and level of service of the facility. The amendments support this objective because they establish new conditional use review criteria for commercial uses beyond certain limits and Comprehensive Plan Map amendment criteria, both of which require consideration of transportation impacts. The amendments also support this policy because they call for maintaining operational characteristics of roads that support truck movement within a designated Truck District.
90. **Goal 7, Energy**, calls for promotion of a sustainable energy future by increasing energy efficiency in all sectors of the city by ten percent by the year 2000. The amendments are consistent with this goal because they call for fostering environmentally-sensitive industrial practices that conserve natural resources and reduce pollution.
91. **Policy 7.5, Energy Efficiency in Commercial and Industrial Facilities**, calls for encouraging energy efficiency in existing commercial buildings and institutions by facilitating utility, local, state, and federal financial and technical assistance. The amendments support this policy because they call for enhancing the Guild's Lake Industrial Sanctuary as a competitive and forward-thinking industrial area by fostering innovative and environmentally-sensitive industrial projects and practices to improve the operational efficiency of Guild's Lake Industrial Sanctuary firms while conserving natural resources and reducing pollution.
92. **Policy 7.6, Energy Efficient Transportation**, calls for providing opportunities for non-auto transportation and for reducing gasoline and diesel use by increasing fuel efficiency. The amendments support this policy for the reasons cited in the findings for Portland *Comprehensive Plan* policies 6.7, 6.11 and 6.12, above.
93. **Objective C:** Support efforts to ensure the energy efficiency of the transit system, including good street maintenance and transportation system management. The amendments support this objective because they call for managing congestion on highways and roads within the Guild's Lake Industrial Sanctuary through regional and area-wide systems planning and maximize the efficiency of transportation facilities for all modes of travel.
94. **Objective H:** Promote walking and bicycle commuting by developing bikeways and walkways, encouraging spot hazard improvements on city streets, providing bicycle lockers at transit centers and park-and-ride lots, implementing bicycle commuter services such as long-term bicycle parking, showers, and changing

facilities, and promoting covered walkways/sidewalks. The amendments support this objective for the reasons cited in the findings for Portland *Comprehensive Plan* policies 6.11 and 6.12, above.

95. **Policy 7.8, Energy Supply**, calls for promoting conservation as the first choice energy resource and supporting environmentally acceptable, sustainable energy sources. The amendments support this policy for the reasons cited in the findings for Portland *Comprehensive Plan* policy 7.5, above.
96. **Goal 8, Environment**, calls for maintenance and improvement of the quality of Portland's air, water, and land resources, as well as protection of neighborhoods and business centers from noise pollution. The amendments are not inconsistent with this goal because the *Guild's Lake Industrial Sanctuary Plan* encourages businesses located within the sanctuary, with the help of the public sector, to implement environmentally sensitive industrial practices that reduce pollution, lower energy and resource consumption, and reduce costs to businesses. The amendments also recognize the environmental value of the Willamette River and call for coordination of this plan with ongoing citywide planning efforts that address the river. The amendments also support this Goal because the zoning code amendments seek to protect environmentally-sensitive lands within Subdistrict A of the Guild's Lake Industrial Sanctuary plan district. The amendments also support this Goal because industrial and industrial-related uses with potentially fewer negative impacts, such as noise, are encouraged to locate along the border of the Industrial Sanctuary, proximate to mixed-use and residential areas outside the Industrial Sanctuary.
97. **Policy 8.1, Interagency Cooperation - Air Quality**, calls for continued cooperation with public agencies concerned with the improvement of air quality, and implementation of state and regional plans and programs to attain overall state and federal air quality standards. The amendments support this policy because representatives of the State Department of Environmental Quality (DEQ) and Metro participated in the development of the *Guild's Lake Industrial Sanctuary Plan*. DEQ is also involved in plan implementation and has an ongoing role in improving air quality in the Guild's Lake Industrial Sanctuary.
98. **Policy 8.4, Ride Sharing, Bicycling, Walking, and Transit**, calls for promoting the use of alternative modes of transportation such as ridesharing, bicycling, walking, and transit throughout the metropolitan area. The amendments support this policy for the reasons cited in the findings for Portland *Comprehensive Plan* policies 6.7, 6.11 and 6.12, above.
99. **Policy 8.5, Interagency Cooperation - Water Quality**, calls for continuing cooperation with federal, state and regional agencies involved with the management and quality of Portland's water resources. The amendments support this policy because representatives of the State Department of Environmental Quality, Metro and the Portland Bureau of Environmental Services participated in the development of the *Guild's Lake Industrial Sanctuary Plan*. The amendments also support this policy

because they call for fostering environmentally-sensitive industrial projects and practices that reduce pollution and coordination with ongoing citywide efforts that address the Willamette River.

100. **Policy 8.11, Special Areas**, calls for recognition of the unique land qualities and adoption of specific planning objectives for special areas. The amendments support this policy because they recognize the importance and multiple values of the Willamette River and call for coordination of this plan with ongoing citywide efforts that address the Willamette River.
101. **Objective H: Willamette River Greenway**. Protect and preserve the natural and economic qualities of lands along the Willamette River through implementation of the city's Willamette River Greenway Plan. The amendments support this objective because they call for preservation of the Willamette River waterfront in the Guild's Lake Industrial Sanctuary as a location for river-dependant and river-related industrial land uses. The amendments also support this objective for the reasons cited in the findings for Portland *Comprehensive Plan* policy 8.11, above.
102. **Policy 8.15, Wetlands/Riparian/Water Bodies Protection**, calls for conservation of wetlands, riparian areas, and water bodies which have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation, and fish and wildlife habitat. The policy also calls for regulation of development within significant water bodies, riparian areas, and wetlands to retain their important functions and values. The amendments are not inconsistent with this policy because they recognize the Willamette River as a valuable economic, transportation, natural, and recreational resource for the entire city. The amendments call for coordinating *Guild's Lake Industrial Sanctuary Plan* policies and implementation measures with ongoing and future citywide planning efforts that address the significance of the river and the city's industrial land supply. The amendments also support this policy because the zoning code amendments seek to protect environmentally-sensitive lands within Subdistrict A of the Guild's Lake Industrial Sanctuary plan district.
103. **Policy 8.20, Noise Abatement Strategies**, calls for reducing and preventing excessive noise levels from one use that may impact another use through on-going noise monitoring and enforcement procedures. The amendments support this policy by calling for minimizing conflicts between industrial and non-industrial land uses, encouraging industrial and industrial-related uses with potentially fewer negative impacts, including noise, to locate along the border of the Industrial Sanctuary, proximate to mixed-use and residential areas outside the Industrial Sanctuary. The amendments also support this policy by including the prohibition of new residential uses within the Guild's Lake Industrial Sanctuary.
104. **Goal 9, Citizen Involvement**, calls for improved methods and ongoing opportunities for citizen involvement in the land use decision-making process. The amendments are consistent with this goal because the Guild's Lake Industrial Sanctuary planning process

provided several methods and opportunities for citizen involvement including a Citizen Advisory Committee which provided direct input in the development of the plan and a public open house held on June 21, 2001 for review of and public comment on the plan. The amendments also support this goal for the reasons cited in the findings for Statewide Planning Goal 1, above, and Portland *Comprehensive Plan* Policy 9.1, below.

105. **Policy 9.1, Citizen Involvement Coordination**, calls for encouraging citizen involvement in land use planning projects through coordination with community organizations, availability of planning reports and notice of public hearings. The amendments support this policy for the following reasons:
- a) Bureau of Planning project staff developed and refined all elements of the plan in close coordination with the Northwest Industrial Neighborhood Association (NINA) and met with a NINA planning subcommittee to review and receive input on plan drafts on March 22, May 2, May 22, and July 21, 2000 and January 16, April 18, June 5, and August 24, 2001.
 - b) Project staff reviewed drafts of the plan and received input from the NINA Board on January 11 and October 10, 2000 and April 10 and September 11, 2001.
 - c) Project staff met and discussed the plan with the Northwest District Association (NWDA) Planning Committee on January 18, February 15, April 15 and September 20, 2001.
 - d) Project staff met and discussed the plan with the Nob Hill Business Association on April 4, 2001.
 - e) The Northwest Planning Projects Citizen Advisory Committee, which included representatives from affected neighborhood and business associations, met to discuss and comment on the plan on February 15 and May 1, 2001.
 - f) A *Guild's Lake Industrial Sanctuary Plan* web site went online in early June 2001 and was regularly updated thereafter. The site provided project information, notification of public events and hearings, drafts of the plan, and means for contacting project staff for more information.
 - g) The Bureau of Planning *Proposed Guild's Lake Industrial Sanctuary Plan* was made available on September 7, 2001.
 - h) A Portland Planning Commission public hearing was held on September 25, 2001 on the Bureau of Planning *Proposed Guild's Lake Industrial Sanctuary Plan*, during which public testimony was taken, and notice for which was mailed to all property owners in the study area and to interested persons on August 24, 2001.
 - i) The Planning Commission's *Recommended Guild's Lake Industrial Sanctuary Plan* was made available on October 23, 2001.

- j) A Portland City Council public hearing was held on November 14, 2001 on the Planning Commission's *Recommended Guild's Lake Industrial Sanctuary Plan*, during which public testimony was taken, and notice for which was mailed to those who had testified at the Planning Commission public hearing, those requesting such notice, and interested persons on October 22, 2001.

The amendments also support this policy for the reasons cited in the findings for Statewide Planning Goal 1, above.

106. **Policy 9.3, Comprehensive Plan Amendment**, calls for allowing for the review and amendment of the adopted Comprehensive Plan which ensures citizen involvement opportunities for the city's residents, businesses and organizations. The amendments support this policy because the Guild's Lake Industrial Sanctuary planning process provided several opportunities for citizens to review and provide input on area-specific amendments to the *Comprehensive Plan* that apply within the Guild's Lake Industrial Sanctuary. The amendments also support this policy for the reasons cited in the findings for State Land Use Goal 1, and Portland *Comprehensive Plan* Goal 9 and Policy 9.1, above.
107. **Goal 10, Plan Review and Administration**, requires that Portland's *Comprehensive Plan* undergo a periodic review. The amendments are consistent with this goal because the *Guild's Lake Industrial Sanctuary Plan* updates Portland's *Comprehensive Plan* for this area of the city. This includes a new *Comprehensive Plan* policy specific to the Guild's Lake Industrial Sanctuary.
108. **Policy 10.2, Comprehensive Plan Map Review**, calls for implementing a community and neighborhood planning process for review and update of the Comprehensive Plan Map. The *Guild's Lake Industrial Sanctuary Plan* supports this policy because the plan was developed in the context of an area and neighborhood planning process and set the framework for an update to the Comprehensive Plan Map for this area.
109. **Policy 10.3, Long Range Planning Framework**, calls for adopting the land use goals and policies as the long range planning framework and guide to the development and redevelopment of the city. The amendments support this policy because the *Guild's Lake Industrial Sanctuary Plan* incorporates long-range goals and policies for the Guild's Lake Industrial Sanctuary area.
110. **Policy 10.6, Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures**, requires that all proposed amendments to implementing ordinances be reviewed by the Planning Commission prior to action by the City Council. The *Guild's Lake Industrial Sanctuary Plan* supports this policy because the amendments were reviewed by the Planning Commission at a public hearing on September 25, 2001, prior to City Council action. Refer to findings for State Goal 1, Citizen Involvement, for additional detail.

111. **Policy 10.7, Amendments to the Comprehensive Plan Map**, requires that amendments be supportive of the overall Comprehensive Plan and Map, be consistent with the Statewide Planning Goals, and be consistent with any adopted applicable area plans. When the amendment is from a residential, or urban commercial, to another non-residential designation the policy requires that there be no net loss of housing units. The amendments support this policy because they are consistent with the Statewide Planning Goals, and Metro *Functional Plan* (see previous findings). The *Guild's Lake Industrial Sanctuary Plan* does not change any residential or urban commercial designations to another non-residential designation.
112. **Policy 10.9, Land Use Approval Criteria and Decisions**, requires that findings for individual Land Use Reviews be made against the approval criteria stated for that review. The policy also defines the circumstances under which a proposal will be approved, approved with conditions, or denied based on these findings. The amendments support this policy because new approval criteria, specific to the Guild's Lake Industrial Sanctuary plan district, are added to the existing quasi-judicial approval criteria for amendments to the Comprehensive Plan Map, and for conditional use reviews involving proposals that exceed plan district limitations for office and retail development in the Heavy Industrial (IH) zone.
113. **Policy 10.10, Amendments to the Zoning and Subdivision Regulations**, requires amendments to the zoning and subdivision regulations to be clear, concise, and applicable to the broad range of development situations faced by a growing, urban city. The amendments support this policy because zoning code text amendments, including a specific plan district, are proposed to ensure that new development and redevelopment will comply with and help realize the vision, policies and objectives of the *Guild's Lake Industrial Sanctuary Plan*. The zoning code amendments focus on preserving the industrial area primarily for industrial uses.
114. **Goal 11 A, Public Facilities, General**, calls for provision of a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities. The amendments are consistent with this goal because they seek to foster a business and public policy environment that promotes continued private and public sector investments in infrastructure, facilities, equipment and jobs.
115. **Policy 11.4, Capital Efficiency**, calls for supporting maximum use of existing public facilities and services by encouraging higher density development and development of vacant land within already developed areas. The amendments support this policy because they call for providing new employment opportunities by reusing or redeveloping reclaimed, underutilized and vacant land and buildings in the Guild's Lake Industrial Sanctuary.
116. **Policy 11.5, Cost Equitability**, calls for the costs of improvement, extension and construction of public facilities, where possible, to be borne by those whose land development and redevelopment actions made the improvement necessary. The amendments support this policy because call for fostering a business and public policy

environment that promotes continued private and public sector investments in infrastructure and facilities.

117. **Goal 11 B, Public Rights-of-Way**, calls for preservation of the quality of Portland’s land transportation system, protection of the City’s capital investment in public rights-of-way, and implementation of street improvements in accordance with identified needs and balanced resource allocation. The amendments are consistent with this goal because the road system in the Guild’s Lake Industrial Sanctuary is designated as a Truck District in the Portland *Comprehensive Plan* and the *Guild’s Lake Industrial Sanctuary Plan* calls for maintaining and enhancing the public rights-of-way, among other multimodal transportation system assets, to provide for the smooth movement of goods and employees into and through the Guild’s Lake Industrial Sanctuary.
118. **Policy 11.13, Bicycle Improvements**, calls for providing bikeway facilities appropriate to the street classifications, traffic volume, and speed in the design and construction of all new or reconstructed streets. The amendments support this policy because they call for locating safe pedestrian and bicycle routes within the Guild’s Lake Industrial Sanctuary that minimize conflicts with industrial traffic. The amendments also seek to improve pedestrian and bicycle connections to nearby residential areas.
119. **Policy 11.15, Pedestrian Improvements on Arterials**, calls for providing for safe pedestrian movement along all new or reconstructed streets classified as Neighborhood Collectors or above and developing additional pedestrian walkways where needed. The amendments support this policy for the reasons cited in the findings for Portland *Comprehensive Plan* Policy 11.13, above.
120. **Goal 11 C, Sanitary and Stormwater Facilities**, calls for an efficient, adequate, and self-supporting wastewater collection treatment and disposal system which will meet the needs of the public and comply with federal, state and local clean water requirements. The amendments are consistent with this goal because they call for enhancing the Guild’s Lake Industrial Sanctuary as a competitive and forward-thinking industrial area by fostering innovative and environmentally-sensitive industrial projects and practices, including infrastructure, that improve the operational efficiency of industrial firms while conserving natural resources and reducing pollution.
121. **Goal 11 E, Water Service**, calls for an efficient, adequate, and self-sustaining water supply and delivery system which will meet the future needs of the community. The amendments are consistent with this goal because they seek to stimulate investment in the area’s public and private infrastructure and industrial facilities. The amendments are also consistent with this goal for the reasons cited in the findings for Portland *Comprehensive Plan* Goal 11 C, above
122. **Goal 11 F, Parks and Recreation**, calls for maximizing the quality, safety and usability of parklands and facilities through the efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active

and passive recreation opportunities for the citizens of Portland. The amendments are not inconsistent with this goal because they call for the *Guild's Lake Industrial Sanctuary Plan* to be coordinated with ongoing citywide projects, including the update of the *Willamette River Greenway Plan*, which will address active and passive recreation along the river and the development of the 40 Mile Loop Trail. The amendments also recognize the need to design and implement any Willamette River greenway enhancements so as to avoid or minimize the potential negative impacts on industrial operations and provide for safer usage of riverfront recreation areas.

123. **Goal 11 G, Fire**, calls for the development and maintenance of facilities that adequately respond to the fire protection needs of Portland. The amendments are not inconsistent with this goal because they call for maintaining the operational characteristics on roads and at intersections that accommodate emergency access needs. The amendments are also not inconsistent with this goal because the need for additional fire station facilities was not identified by Portland Fire Bureau staff that participated in the development of this plan.
124. **Policy 11.56, Emergency Access**, calls for requiring streets to be of high structural quality and sufficient width, and to be kept maintained to ensure emergency and service equipment access. The amendments support this policy because they call for maintaining the operational characteristics on roads and at intersections that support truck movements and industrial economic growth, while accommodating traffic, transit, and emergency vehicle access needs.
125. **Goal 12, Urban Design**, calls for the enhancement of Portland as a livable city, attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations. The amendments support this goal because they seek to preserve and protect land primarily for industrial uses, minimize land use conflicts, and preserve the viability of the Industrial Sanctuary through investments in public and private infrastructure in the Guild's Lake Industrial Sanctuary. They also call for allowing compatible non-industrial uses that provide retail and business services primarily to support industrial employees and businesses.
126. **Policy 12.2, Enhancing Variety**, calls for promoting the development of areas of special identity and urban character. The *Guild's Lake Industrial Sanctuary Plan* supports this policy because it seeks to preserve and protect the sanctuary land primarily for industrial uses, while allowing some compatible non-industrial uses that support area businesses and employees.
127. **Policy 12.4, Provide for Pedestrians**, calls for providing a pleasant, rich and diverse experience for pedestrians which includes comfortable, safe and attractive pathways. The amendments support this for the reasons cited in the findings for Portland *Comprehensive Plan* Policy 6.11, above.

128. **Objective A:** Providing for pedestrians should be a primary mode of transportation throughout the City. Ensure that the safety and convenience of pedestrians are not compromised by transportation improvements aimed at motor vehicle traffic. Movement patterns for pedestrians should contribute to Portland's sense of community and provide for connections between areas of the City. The *Guild's Lake Industrial Sanctuary Plan* supports this objective because it calls for locating safe pedestrian and bicycle routes within the Guild's Lake Industrial Sanctuary that minimize conflicts with industrial traffic. It also calls for improving pedestrian and bicycle connections to nearby residential areas to reduce congestion levels and auto emissions, preserve capacity of the street system, and reduce parking needs.
129. **Objective E:** Complete the 40-Mile Loop and Willamette Greenway trails and establish links between these trails and Portland's residential neighborhoods and parks. The amendments are not inconsistent with this objective for the reasons cited in the findings for Portland *Comprehensive Plan* Goal 11 F, above.
130. **Policy 12.6, Preserve Neighborhoods,** calls for preserving and supporting the qualities of individual neighborhoods that help to make them attractive places, and for encouraging neighborhoods to express their design values in community planning projects. The amendments support this policy because they call for preserving the long-standing overall industrial character of the Guild's Lake Industrial Sanctuary, which includes industrial lands within the Northwest Industrial Neighborhood (NINA) and the Northwest District Neighborhood (NWDA). The amendments also support this policy because they seek to contribute to the maintenance and enhancement of all of Northwest Portland as a diverse urban environment that includes opportunities for housing, commercial services, and industrial employment in relatively close proximity. The amendments also support the policy for the reasons cited in the findings for Statewide Planning Goal 1, above.
131. **Policy 12.7, Design Quality,** calls for enhancing Portland's appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. The amendments support this policy because they seek to enhance the Guild's Lake Industrial Sanctuary as a competitive and forward-thinking industrial area by fostering innovative and environmentally-sensitive industrial projects and practices that improve the operational efficiency of industrial firms while conserving natural resources and reducing pollution.

Transportation Element of the Portland Comprehensive Plan Northwest District Policies Findings

132. The **District Objective**, calls for reducing vehicle miles traveled and the reliance upon the automobile and for routing nonlocal and industrial traffic around the Northwest. The amendments are supportive of this policy because they call for

developing alternative transportation options for Guild's Lake Industrial Sanctuary employees, including transit, carpools, bicycling and walking. The amendments also support this policy because they call for locating safe pedestrian and bicycling routes within the area and for improving pedestrian and bicycle connections to nearby areas. The amendments also support this policy by calling for regional and area-wide transportation system planning and maximizing the efficiency of transportation facilities for all modes of travel.

133. **Policy 1, Transit Service Enhancement**, calls for expanding transit service and encouraging increased transit use through parking restrictions and higher residential densities and for not improving Major City Transit Streets in Northwest to accommodate greater traffic volumes. The amendments are consistent with this policy because they call for developing alternative transportation options, including transit. The amendments are also consistent with this policy for the reasons cited in the findings for the Northwest District Objective of the Transportation Element of the Portland Comprehensive Plan, above.
134. **Policy 3, Pedestrian/Bicycle Access**, calls for incorporating pedestrian and bicycle access improvements on all transportation projects in Northwest. The amendments are supportive of this policy because they call for the development of alternative transportation options, including bicycling and walking, and for locating safe pedestrian and bicycle routes and connections within the Guild's Lake Industrial Sanctuary.
135. **Policy 5, Northwest Street Design and Operation**, calls for the character and scale of streets in Northwest to reflect the purpose of the streets. The amendments are supportive of this policy because the road system in the Guild's Lake Industrial Sanctuary is designated as a Truck District in the Portland *Comprehensive Plan* and the *Guild's Lake Industrial Sanctuary Plan* calls for maintaining operational characteristics on roads and at intersections that support truck movements, while accommodating traffic, transit and emergency access needs.

Northwest District Policy Plan Findings

136. The *Northwest District Policy Plan* was adopted by the Portland City Council on January 15, 1975 and July 2, 1975 and amended on September 15, 1977. The *Northwest District Policy Plan* was incorporated into Portland's *Comprehensive Plan* in October, 1980 by Ordinance No. 150580. The study area boundaries of the *Northwest District Policy Plan* cover a portion of the Guild's Lake Industrial Sanctuary generally bounded by NW Nicolai on the north, NW Vaughn on the south, NW 27th on the west, and NW 19th on the east. This area lies within the *Northwest District Policy Plan*'s Policy Area 1: North Industrial Area. The following goals and policies of the *Northwest District Policy Plan* apply to the amendments and the amendments satisfy the applicable goals and policies for the reasons stated below.

137. **The major goal** of the *Northwest District Policy Plan* calls for a diverse neighborhood with a mixture of land uses that provide a functional, stimulating and livable environment for its users, including residents, businesses, institutions, commercial and manufacturing. The amendments support this goal by ensuring that land remains available for a variety of industrial activities and businesses, including manufacturing and limited amounts of supportive commercial uses.
138. **One of the land use goals** calls for encouraging a diversity of land uses and buildings that contribute to the diversity of living and working. The amendments support this goal by ensuring that land remains available for a variety of industrial activities and businesses, which will increase the array of employment opportunities in the district. The amendments also support this goal by allowing limited amounts of supportive commercial uses that serve industrial businesses and employees and nearby areas.
139. **One of the land use goals** calls for reducing incompatible land uses and blight. The amendments support this goal by establishing a clearly demarcated Industrial Sanctuary district; by limiting the amount of noncompatible nonindustrial uses allowed in the Industrial Sanctuary; by calling for the preservation and enhancement of infrastructure that supports industrial activity; and by calling for reuse and redevelopment of vacant and underutilized land and buildings.
140. **One of the land use goals** calls for discouraging the purchase and holding of property exclusively for long-term increases in land value. The amendments support this goal by preserving land for long-term industrial use, which will discourage speculative land holding and provide regulatory certainty for property owners. The amendments include new *Comprehensive Plan Map* amendment approval criteria that will limit changes from the Industrial Sanctuary designation to any other designation, serving to reduce the potential for land holding in anticipation of increases in land value.
141. **One of the land use goals** calls for enhancing and protecting residentially zoned areas bordering on industrially zoned areas and for enhancing and protecting industrially zoned areas bordering on residentially zoned areas. The amendments support this goal by encouraging industrial businesses to locate industrial-supporting uses such as offices, show rooms, and other “clean” industrial uses along the border of the Industrial Sanctuary along NW Vaughn.
142. **One of the transportation goals** calls for developing transportation systems that enhance opportunities for work, trade, and social contract (sic). The amendments support this goal by calling for the maintenance, preservation and improvement of intermodal and multimodal transportation system elements that provide for the smooth and safe movement of goods and employees into and through the district.
143. **The Land Use Policy for Policy Area 1: North Industrial Area** calls for encouraging and reinforcing industrial uses in the M2 (General Manufacturing) and M1 (Heavy Manufacturing) industrial zones. The older M2 and M1 designations are no longer used by the City and have generally been replaced with the IG (General

Industrial) and IH (Heavy Industrial) designations. The portion of the Guild's Lake Industrial Sanctuary covered by the *Northwest District Policy Plan* contains land zoned IG1 (General Industrial 1) and IH (Heavy Industrial.) The entire package of amendments support this policy by providing a policy and regulatory framework for preserving, protecting, and improving this area for long-term industrial land uses. The amendments include new *Comprehensive Plan* Map amendment approval criteria that will limit changes from the Industrial Sanctuary designation to any other designation. The amendments also contain prohibitions on certain noncompatible nonindustrial uses in the district and limitations on the amount of accessory office space allowed in conjunction with industrial uses. The amendments also establish policies that call for protecting infrastructure, such as roads and port facilities, that support industrial activities in the area.

NOW, THEREFORE, the Council directs:

- a. Exhibit A, the Planning Commission *Report and Recommendations to the Portland City Council on the Guild's Lake Industrial Sanctuary Plan* dated October, 2001 is hereby adopted.
- b. The *Portland Comprehensive Plan* is amended by adding the Vision, Policies and Objectives of the *Guild's Lake Industrial Sanctuary Plan* and a new policy 5.11, as shown in Exhibit A. Policy 5.11 incorporates the *Guild's Lake Industrial Sanctuary Plan* into the *Comprehensive Plan*.
- c. The Portland Comprehensive Plan Map and the Zoning Maps of the City of Portland are amended to add the Guild's Lake Industrial Sanctuary plan district, as shown in Exhibit A.
- d. Title 33, Planning and Zoning of the City Code, is amended as shown in Exhibit A.
- e. The commentary in Exhibit A is adopted as legislative intent and as further findings.
- f. The boundary of the *Northwest Policy Plan* area is amended to remove the area within the Guild's Lake Industrial Sanctuary plan district, as shown on Exhibit B.
- g. Title 33, Planning and Zoning of the City Code, and the Zoning Maps of the City of Portland are amended to remove from the Skyline plan district the area shown as Subdistrict A of the Guild's Lake Industrial Sanctuary plan district in Exhibit A.

- h. On Sept 26 2001, City Council adopted amendments to the Zoning Code to implement the Land Division Code Rewrite Project. Those amendments included incorporating the Skyline plan district into the new Northwest Hills plan district. Those amendments become effective on March 26, 2002. At that time, the language in Section 33.531.130 of the Zoning Code, as adopted with this Ordinance, will be deleted and replaced with the following:

33.531.130 Additional Regulations in Subdistrict A

Sites in Subdistrict A are also subject to the regulations of Sections 33.563.030, 33.563.200, and 33.563.210 of the Northwest Hills plan district:

This change will be automatic, without further notification to the public or the Land Conservation and Development Commission, and without further hearings.

- i. This ordinance shall be in force and effect 30 days after Council adoption.

Passed by the Council, NOV 21 2001

Mayor Vera Katz
Debbie Bischoff
November 14, 2001

GARY BLACKMER
Auditor of the City of Portland

By
Susan Parsons
Deputy

Appendix B: City Council Resolution 36041

RESOLUTION No. 36041

Adopt the Guild's Lake Industrial Sanctuary Plan Action Charts (Resolution).

The City of Portland resolves:

WHEREAS, neighborhood and area plans are intended to promote patterns of land use, urban design, infrastructure facilities, and services which encourage and contribute to the economic, social, and physical health, welfare, and safety of the neighborhood and the city; and

WHEREAS, the *Guild's Lake Industrial Sanctuary Plan* was developed with the cooperation of City bureaus and other public agencies and with the participation of neighborhood organizations, property owners, business persons, area residents, and other interested persons; and

WHEREAS, the attainment of the vision, policies, and objectives of the *Guild's Lake Industrial Sanctuary Plan* is dependent upon the coordination of independent actions carried out by private interests, public service providers, and community-based associations; and

WHEREAS, action charts describe the proposed implementation projects, programs, and regulations of the *Guild's Lake Industrial Sanctuary Plan*, identify appropriate timeframes for their implementation, and identify agents to oversee or participate in the implementation of an action; and

WHEREAS, the *Guild's Lake Industrial Sanctuary Plan* vision, policies and objectives are adopted as part of the *Comprehensive Plan*, and actions taken to implement the *Guild's Lake Industrial Sanctuary Plan* also uphold the *Comprehensive Plan*; and

WHEREAS, public notice was mailed on August 30, 2001 to interested persons and all property owners within the study area regarding the Portland Planning Commission public hearing held on September 25, 2001; and

WHEREAS, the Portland Planning Commission held a public hearing and accepted public testimony on September 25, 2001 and unanimously voted to recommend that the City Council adopt the action charts of the *Guild's Lake Industrial Sanctuary Plan*; and

WHEREAS, the Planning Commission's recommendations on the *Guild's Lake Industrial Sanctuary Plan* are contained in Exhibit A; and

WHEREAS, it is in the public interest that the recommendations contained in the *Guild's Lake Industrial Sanctuary Plan* be adopted to preserve, protect and enhance the Guild's Lake Industrial Sanctuary primarily for industrial activity.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council adopt the action charts of the *Guild's Lake Industrial Sanctuary Plan* as shown in Exhibit A, and that:


1. The implementation actions associated with the action charts of the *Guild's Lake Industrial Sanctuary Plan* are approved by City Council as a starting place for projects, programs and regulations that will help implement the policies of the plan; and
2. All actions are adopted with the understanding that they may need to be adjusted or replaced with more feasible alternatives. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementor's ability to take action; and
3. The City Council authorizes the City agencies identified on the action charts as implementors to engage in activities aimed at implementing the projects, programs and regulations called for in the action charts of the *Guild's Lake Industrial Sanctuary Plan*.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon that the City Council authorizes and directs the Bureau of Planning staff to make minor changes to the action charts of the *Guild's Lake Industrial Sanctuary Plan* that correct typographical errors and to ensure parallel construction.

Adopted by the Council, NOV 21 2001

Mayor Vera Katz
Debbie Bischoff
November 14, 2001

GARY BLACKMER
Auditor of the City of Portland

By 

Deputy

Appendix C: Bibliography

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Appendix D: Additional Acknowledgments

Northwest Planning Citizen Advisory Committee

Neilson Abeel, Pearl District
Ginger Adamovics, Legacy Good Samaritan
Paul Bingman, Linnton
Frank Bird, Neighbors West/Northwest
Kitsy Brown-Mahoney, NINA
Chuck Dragon, Property Owner/Business
Rich Ford, Nob Hill BA
Don Genasci, NWDA
CJ Glazer, Property Owner/Business
Thomas Harvey, Pearl District
Margaret Labadie, NWDA
Jon Lum, At-Large
Doug Polk, Linnton
Erroll Rich, Resident
Tad Savinar, Property Owner/Business
Richard Singer, Nob Hill BA
Al Solheim, Pearl/NW Triangle BA
Greg Theisen, NWDA
Linda Wakefield, NINA

Northwest Planning Technical Advisory Committee

David Allred, Neighbors West/Northwest
Matt Emlen, Office of Sustainable Development
Brian Brown, Burlington Northern & Santa Fe RR
Sue Donaldson, Bureau of Parks and Recreation
Mary Gibson, Port of Portland
Hill Hampton, Bureau of Water Works
Jeanne Harrison, Office of Transportation
Miriam Hecht, Planning and Development Review
Ken Hunt, Union Pacific RR
Roberta Jortner, Bureau of Environmental Services
Ross Kevlin, Oregon Dept. of Transportation
Steve Kountz, Bureau of Planning
Tim O'Brien, Metro
Lynn Peterson, Tri-Met
Patty Rueter, Fire Bureau
Monica Russell, Oregon DEQ
Colin Sears, Portland Development Commission
Rick Syring, Portland General Electric
Bill Walker, Northwest Natural
Jim West, Police Bureau

Northwest Industrial Neighborhood Plan Steering Committee

Warren Rosenfeld, Chair
Pamela Ake
David Allred
Michael Harrison
Dale MacHaffie
Cheryl Moyer
Tom Sass

Northwest Industrial Neighborhood Plan Consultants

Cogan Owens Cogan
The Bookin Group