



City of Portland

2012 Comprehensive Plan

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Overview

Why Plan?

Portland, Texas is a rapidly growing community located within the northern portion of the Corpus Christi metropolitan area. The City currently contains approximately 10 square miles in area. Portland's strategic location and proximity to Corpus Christi and major tourist/recreational areas (i.e., beaches) makes it reasonable to assume that projected growth and development will likely continue to occur within and around the community. It has become clear to the citizens of Portland that change and growth are facts of life, and they are indeed inevitable for most communities within or near a growing metropolitan area. By taking a proactive approach to growth and development, the City of Portland can prepare for these changes and can maximize future benefits for its residential neighborhoods while maintaining a viable business and economic environment.

Careful planning is particularly important to a growing and evolving community. Advance, or comprehensive, planning helps to ensure that, as size and population characteristics grow and change over time, the community continues to develop in a manner which reflects the objectives and values of the community's property owners, decision-makers and citizenry. The product of a municipal advance planning program is generally a Comprehensive Plan document (and associated maps), which is sometimes referred to as the community's "Master Plan". The Comprehensive Plan should function as a long-range guide for the future growth, development and, in some cases, redevelopment, of the community over ten years, twenty years, or an even longer period of time. It should accurately reflect what is in the best interest for the City of Portland, as perceived by citizens and property owners within the community. It should illustrate and represent a comprehensive "vision" of what the community can become, and it should be utilized as a long-range statement of public policy.

The Comprehensive Plan serves several important roles in the City's decision-making process. Its primary purpose is to permit the City to consciously consider and shape its own future. It serves as a response to existing problems which have been identified within the community, and as a means to address future issues in a more proactive way. It can be used to identify areas or features that need to be protected or preserved, and it can establish a framework for establishing priorities. Although the Comprehensive Plan focuses primarily upon the community's physical form and environment, it is closely tied to socio-economic factors, as well. In many ways, the physical layout and design of the community affects the daily lives of those who live and work within it.

Purpose of the Comprehensive Plan

As a vision of the City's future physical form, the Comprehensive Plan sets forth a generalized pattern of land use areas and transportation corridors. It represents a long-range statement of public policy with respect to how the community should grow, develop and mature over time. It includes policies and recommendations relative to the development of various physical elements within the community such as transportation, land use, parks and recreation, public facilities, and urban design. It provides for the distribution and interrelationships of various land uses, as well as a basis for future development recommendations. These aspects of the Plan are supported by a set of goals and objectives drawn from the desires and aspirations of citizens and business leaders, and are intended to help Portland create an attractive living and working environment. The primary objectives of the Comprehensive Plan are to:

- Ensure efficient delivery of public services

- Coordinate public and private investment
- Minimize conflict between land uses
- Manage growth in an orderly manner
- Increase the cost effectiveness of public investments
- Provide a rational and reasonable basis for making decisions about the community
- Provide guidance for shaping and enhancing the community's image/identity

The Comprehensive Plan, once adopted, becomes the official policy of the City. It will help guide zoning and development decisions, and will serve as a basis for future capital expenditures for public facilities. It is important to emphasize that the Comprehensive Plan is not a rigid policy, but rather a guide. It is intended to be flexible and to provide latitude for more detailed analyses which are commonly a part of zoning and development decisions; however, these decisions should be consistent with policies established within the Comprehensive Plan. Planning is not a single event but rather a continuous and ever-changing process. The City will undoubtedly encounter future development proposals which are inconsistent with the Plan. Some of these proposals may well be in the best interest of the City and worthy of further consideration. As community conditions and priorities change over time, the City's Comprehensive Plan should be amended to take advantage of new opportunities and to respond to new needs and circumstances. Thus, the Comprehensive Plan itself is not intended to be a static document; it is intended to be a dynamic, adaptable guide to help citizens and officials shape Portland's future.

Plan Content and Organization

Portland's Comprehensive Plan is divided into three major sections. Each section is designed to accomplish specific objectives within the planning process. The major sections are summarized as follows:

Community Understanding

This Community Understanding section provides important knowledge regarding Portland, including its existing conditions and its future vision. In addition to providing basic information regarding Portland's historical development and the City's importance within the region, the Baseline Analysis portion examines and summarizes existing conditions and trends that will likely affect the formulation of Plan goals, objectives and recommendations. This section also identifies important issues that should be considered in the formulation of the Plan and represents, in effect, a "plan for planning" the City of Portland.

The Vision portion establishes the general direction the City of Portland wishes to take in its future physical development and outlines the community's basic planning goals and objectives, making it one of the most important components of the Comprehensive Plan. The goals and objectives establish the overall direction the City will follow in making recommendations and decisions on development proposals, public infrastructure, urban design, finance and other issues.

Plan Recommendations

This section of the Comprehensive Plan includes analysis and recommendations on various components of the City's physical development such as land use, transportation, parks and

recreation, public facilities and urban design, with specific actions and policies that are recommended for implementation within each component.

Implementation Strategies

The implementation measures are suggested strategies that can be used to help the City achieve its adopted goals, objectives and Comprehensive Plan recommendations. They are not the only possible actions which would achieve these goals, but they are intended to set an initial agenda for adopting regulatory and other programs that implement the Plan. The community may select some measures for implementation immediately following Plan adoption, while others may not begin for several years or more. Including a program or project on the list of implementation measures does not automatically create that program. The community will need to adopt budgets, consider new ordinances, and allocate staff resources before new programs can begin. Each of the implementation decisions will require input and specific action by the Planning and Zoning Commission and/or the City Council.

Although each of the above sections serves a separate and specific purpose, the various sections are all interrelated in some manner and, collectively, they comprise the Comprehensive Plan for Portland.

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Baseline Analysis

1

This first step of the planning process establishes an understanding of the community today and the trends of recent years.

Introduction

The Baseline Analysis section of the Comprehensive Plan is intended to provide background (historical) information, a foundation of facts regarding the City of Portland, and documentation of the physical and socioeconomic (demographic) characteristics of the community. The information contained within the following sections was used to formulate goals and objectives pertaining to various aspects of the community, and was also instrumental in generating the final recommendations of the Comprehensive Plan for Portland.

The identification of major issues within the community began early in the comprehensive planning process, and served as a basis for creating the following components of the Baseline Analysis section:

- Previous Planning Efforts
- Historical Background
- Relationship to the Region
- Physical Factors Influencing Development
- Climatic and Environmental Profile
- Demographic and Socioeconomic Profile
- Existing Land Use
- Existing Housing
- Existing Zoning

Each section contains information pertaining to the subject topic as well as graphic support, as appropriate. Also included within the Baseline Analysis is the identification of other issues that were also addressed in the formulation of the Comprehensive Plan. The Baseline Analysis provides documentation of basic information about the community, which then forms the foundation of the comprehensive planning process in Portland. It presents an overview of the City's history and its physical, social and economic characteristics, as well as general insight into the community's development pattern. The primary objective of this section is to document current conditions within Portland, and to identify various opportunities and constraints the community must consider in addressing and shaping its future form and character. The secondary objective of the Baseline Analysis is to ensure that the information being used in the planning process accurately portrays the community and its needs.

Previous Planning Efforts

An understanding of the City's previous planning efforts establishes the framework in which this planning process is occurring. This section provides an overview of the previous related planning efforts.

Previous Comprehensive Plans

Portland's previous Comprehensive Plan was adopted in 1998 and updated in 2006 and 2012. Prior to 1998 the last Plan was prepared in 1971 following Hurricane Celia and included basic recommendations on land use, housing, traffic circulation and thoroughfares, and community facilities (i.e., water supply and distribution, sanitary sewer collection system, storm water drainage, parks, schools and other public facilities). The 1971 Plan was utilized mostly as a reference resource and for historical orientation during preparation of this Comprehensive Plan for Portland.

1996 Strategic Plan

Other planning efforts also included preparation of a "Strategic Plan" for Portland in 1996 which involved participation and active involvement of residents. The Portland Strategic Planning Group membership included a diverse group of public officials, business representatives, civic leaders and private citizens. The primary focus of the Strategic Plan was upon economic development concerns and initiatives, but the exhaustive process also called attention to other important community issues such as:

- The orderly, efficient use of land;
- Deficiencies in the housing stock, recreational opportunities, social/human services and retail/shopping options;
- Community beautification and identity;
- Water/natural resource utilization and management;
- Future infrastructure planning; and
- Tax base enhancement and stabilization.

Also analyzed during the course of the study were the City's strengths and weaknesses in relation to economic development and the general ability of the City to attain its stated visions for itself. Another aspect of the strategic planning process was the formulation of a community-embraced "vision statement" for Portland, as follows:

"Portland is a progressive and safe community, dedicated to continuous improvement of the quality of life for all its citizens, supporting high moral values, and excellence in education, and creating an atmosphere for economic development and orderly growth."

A community questionnaire was distributed to residents of the City asking for their input regarding how Portland could be improved in the areas of business, education, entertainment/recreation, medical services, and retail/dining options, as well as any other suggestions that could result in making Portland a better place to live. Analysis of questionnaire results (performed by The Center for Statistical & Quality Improvement Services [CSQIS] at the Texas A&M Corpus Christi campus) and multiple strategic planning sessions yielded a set of goals (listed in **Goals and Objectives** beginning on page 38) which were then prioritized down to the five most crucial "action items" for the City to

undertake in the foreseeable future. Although not specifically cited within the Strategic Plan as such, the new Comprehensive Plan can be a useful, if not indispensable, tool to assist the City in achieving its strategic planning objectives. With this in mind, it is important to point out that the Comprehensive Plan is not intended to repeat the research, analysis, actions or findings of the Strategic Planning Group. Instead, it is intended to augment and promulgate the efforts of the Group, and to take some of the issues revealed during the course of that planning process a step further toward implementation by including them within the City's comprehensive master plan document.

Annual Citizens Survey

The City routinely sends out surveys to its citizens to monitor city services, programs and general attitudes about the Community. These surveys are part of the Customer Satisfaction program. The results of the last citizen's survey were used in the update of this Plan and are available at the City Secretary's office, and a current survey is in progress.

Historical Background¹

Historically, Portland is one of the older towns of San Patricio County, and was laid out in 1890 by John G. Willacy, one of the original settlers who later became a State representative and who gave his name to Willacy County in the southern portion of Texas. It was located on the 30- to 40-foot high bluff overlooking both the Corpus Christi Bay and the Nueces Bay, on the San Antonio and Aransas Pass Railroad line which was completed from San Antonio to Corpus Christi in 1886. The original townsite for Portland was comprised of 640 acres purchased by Mr. Willacy in November, 1890. On February 6, 1891, Willacy sold this land to the Portland Harbor and Improvement Company and, on June 19 of the same year, officers of the company filed an official map of the City at the San Patricio County courthouse.

Early in its history, the community became a truck gardening center. Watermelons, cantaloupes, beans, turnips, radishes, tomatoes, beets, cabbage, lettuce, carrots, onions, sweet potatoes and Irish potatoes were among the principal crops. Truck gardening within this area declined rapidly after the Valley became a competitor.

The New England Land & New England R.E. Company eventually purchased 1,280 acres of land east and northeast of the original townsite. Most of the stock holders of these companies resided in Portland, Maine; thus, the town was named in honor of their home town.

W.A. McHarry was Portland's first merchant, and his grocery store was the first frame building in a town of tents. McHarry planted cotton and corn, and at one time he had a large acreage planted in figs. In 1902, Ernest W. Page built a small cotton gin. A volunteer fire department was organized in 1943, representing the first true public service for residents of the thriving community. The Portland School District was consolidated with the Gregory School District in 1950, forming a single entity to serve the educational needs of the area.

¹ Sources: 1960 Comprehensive Plan ("A Plan for the Development of Portland, Texas"), prepared by Reagan & McCaughan (engineers) and Donnelly Associates (planners), published in March, 1960; and excerpts from the "Portland Street Map", published by the Portland Chamber of Commerce.

Portland was incorporated in 1949 with Daniel P. Moore as mayor, and Joe Smith and Wade True as commissioners. The first City Hall building was constructed in 1952, and the town's only bank, the Portland State Bank, opened for business on August 23, 1958.

Early on, Portland was called the "Gem City of the Gulf" and was described by early residents as being the most attractive and pleasant spot in Texas. As a summer and winter resort, the community was described as being particularly fortunate with its mild climate and prevailing bay breezes; as a place for sportsmen, the area offered great attraction with its abundance of waterfowl, wildlife and game fishing. Over the years, the community continued to grow and thrive to its present size of approximately ten square miles of land area. Portland's population has grown from 192 persons in 1900 to an estimated 15,300 persons in 2012.



Relationship to the Region

Portland is located in the southeastern portion of San Patricio County (a very small portion of the City is also within Nueces County), on the south Texas coastal plain and fronting onto both Corpus Christi and Nueces Bays. It is approximately five miles northeast of Corpus Christi, via the Nueces Bay Causeway, and approximately nine miles southwest of Aransas Pass (see **Figure 1. Regional Relationship Map**). The City is located along a spur of the Union Pacific Railroad line which has, for all practical purposes, been abandoned. It is also within twenty minutes of the Corpus Christi International Airport, which provides air transportation

service by various commercial and freight airlines. Due to its strategic location, Portland is often referred to as "the gateway city into Corpus Christi and other points south".

U.S. Highway 181, which connects Portland with Corpus Christi via the Nueces Bay Causeway, generally bisects the City and provides a connection to the City of San Antonio which does not require crossing any large bodies of water. In Sinton, which is approximately twenty miles to the northwest of Portland, U.S. Highway 181 splits and provides a connection to Interstate Highway 37 (via State Highway 188), which offers a major highway connection between San Antonio and Corpus Christi. State Highway 35, which is accessible to Portland in Gregory to the north, travels along the Texas gulf coast and provides highway connections to Aransas Pass, Rockport and, ultimately, the Houston metropolitan area.

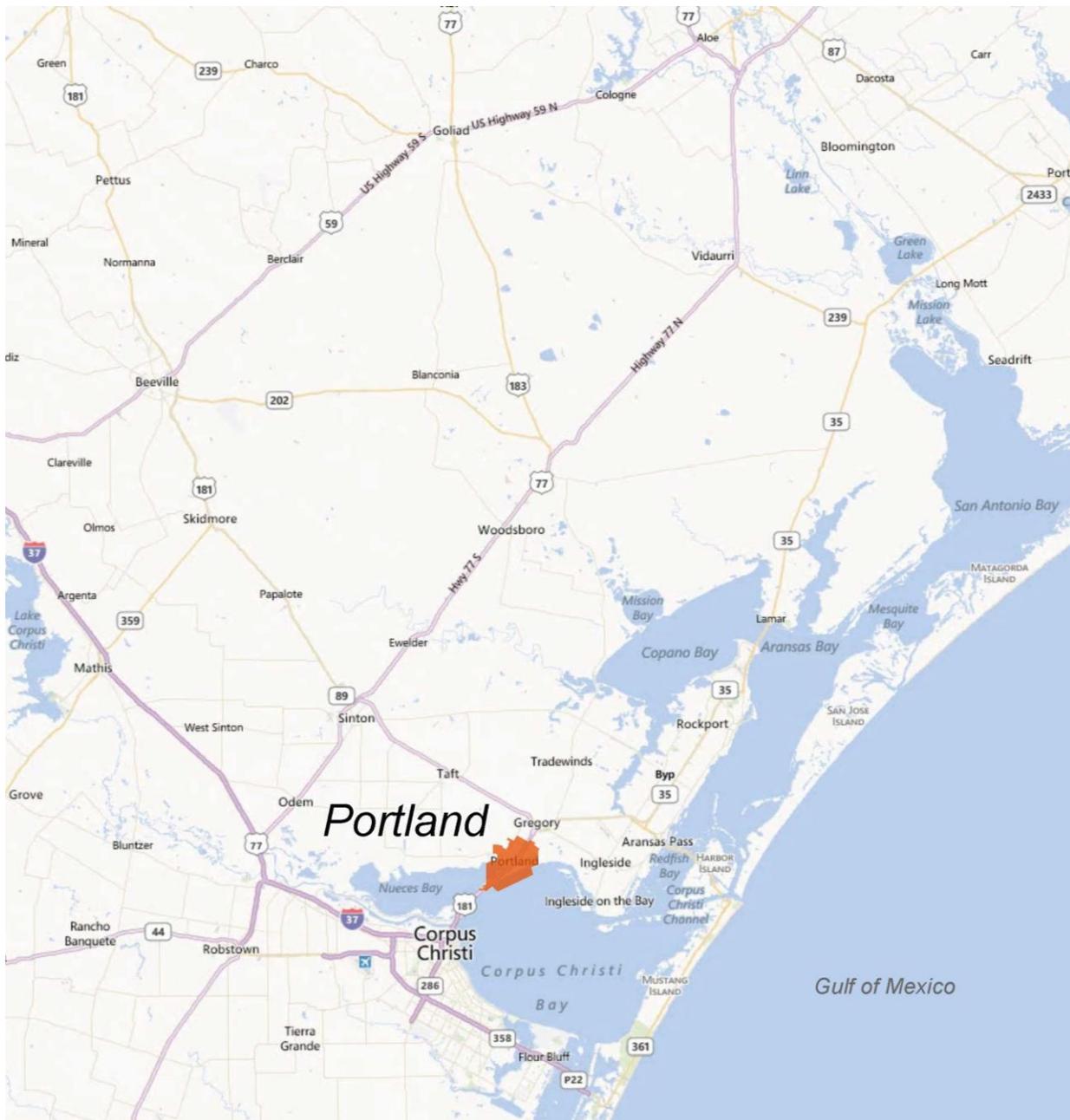
The City of Corpus Christi has a population of over 305,000 persons. As a major port city and tourist destination in this part of the Texas Coastal Bend, Corpus Christi offers a variety of business, recreational, tourism and cultural activities for the region.

Portland's regional proximity to Corpus Christi offers many favorable opportunities for businesses and residents of the community, and should be considered as a regional benefit for the City's future viability. One major asset to the community is Portland's seat on the Corpus Christi Metropolitan Planning Organization (MPO) Technical Advisory Committee and the Transportation Policy Committee. Portland's proximity to major highways (e.g., U.S. Highway 181), to major rail and air transportation facilities (e.g., Corpus Christi International Airport), and to major recreational and tourism attractions (e.g., beaches) are other major regional factors that will further contribute to the City's future development.

Physical Factors Influencing Development

In addition to the influence of the surrounding region, existing physical factors and features, both natural and man-made, within Portland and the surrounding area will influence the potential and pattern of urban expansion in the future. It is important to document these existing factors, as they will likely have a significant effect upon the types of land uses which can be planned within various portions of the City. **Figure 2. Physical Factors** shows both man-made and natural factors which may influence decisions about Portland's future expansion and urban development.

Figure 1. Regional Relationship Map



Surrounding Municipalities and Extraterritorial Jurisdiction (ETJ)

Like many communities throughout Texas, Portland is constrained by adjacent municipalities and their respective corporate city limits. Portland is surrounded on the east, north and west by unincorporated (County) land, and on the south by water (Corpus Christi Bay and Nueces Bay); however, much of the City's ETJ is constrained by the ETJs of Corpus Christi and Gregory. Over 3,500 acres of land area are available within Portland's ETJ for future annexation and expansion of the community.

Topography

The primary constraining factor in Portland's growth potential, in addition to the ETJs of surrounding communities, is also one of the City's most valuable assets: its location along the north shore of two large bodies of water, Corpus Christi Bay and Nueces Bay. One of the most interesting geographic features of Portland is the City's proximity to major recreational and tourism areas, including beaches and other waterfront developments (see **Figure 2. Physical Factors**). Scenic, panoramic views are available from bluffs which overlook the two bays and the Gulf of Mexico further to the southeast, although much of this area is privately-owned. The general vicinity has an abundance of natural vegetation including various species of coastal grasses and shrubs, and several species of native trees. Topographical elevations along the top of the bluffs overlooking the bay areas are only about 25 to 30 feet above mean sea level (see **Figure 2. Physical Factors** and **Figure 3. Topography and Flood Prone Areas**). These elevations are among the highest areas within the immediate coastal area. Most of the developed portions of Portland are about 30 feet above sea level and not susceptible to inundation except during major hurricane events, such as Hurricane Celia in August 1970, which destroyed much of Portland's original townsite. As development continues to occur in Portland, the importance and value of ecologically sensitive areas adjacent to the bays and nearby estuaries, as well as along rivers and other waterways draining into the bays, will likely increase. Other portions of Portland that are not adjacent to the bluffs overlooking the bays are characterized by flat to gently rolling, grassy terrain (see **Figure 3. Topography and Flood Prone Areas**).

There are no major creeks or tributaries within the corporate limits of Portland. Several minor drainageways are located within the City, but they are not cited as flood prone areas in the Flood Insurance Rate Map (FIRM) documents prepared by the Federal Emergency Management Agency (FEMA). Only one notable creek is located within the western portion of the City's ETJ area, which does have some flood prone areas documented in the FIRM maps (see **Figure 3. Topography and Flood Prone Areas**). Another drainageway (a major, canal-like waterway extending north to Gregory) which has some flood prone areas exists along the eastern edge of the City, and part of its floodplain area is within the North Shore Country Club golf course. Although some development exists along both of these drainageways, many parts of their flood prone areas are still in their natural states, offering possible passive recreational opportunities.

Figure 2. Physical Factors

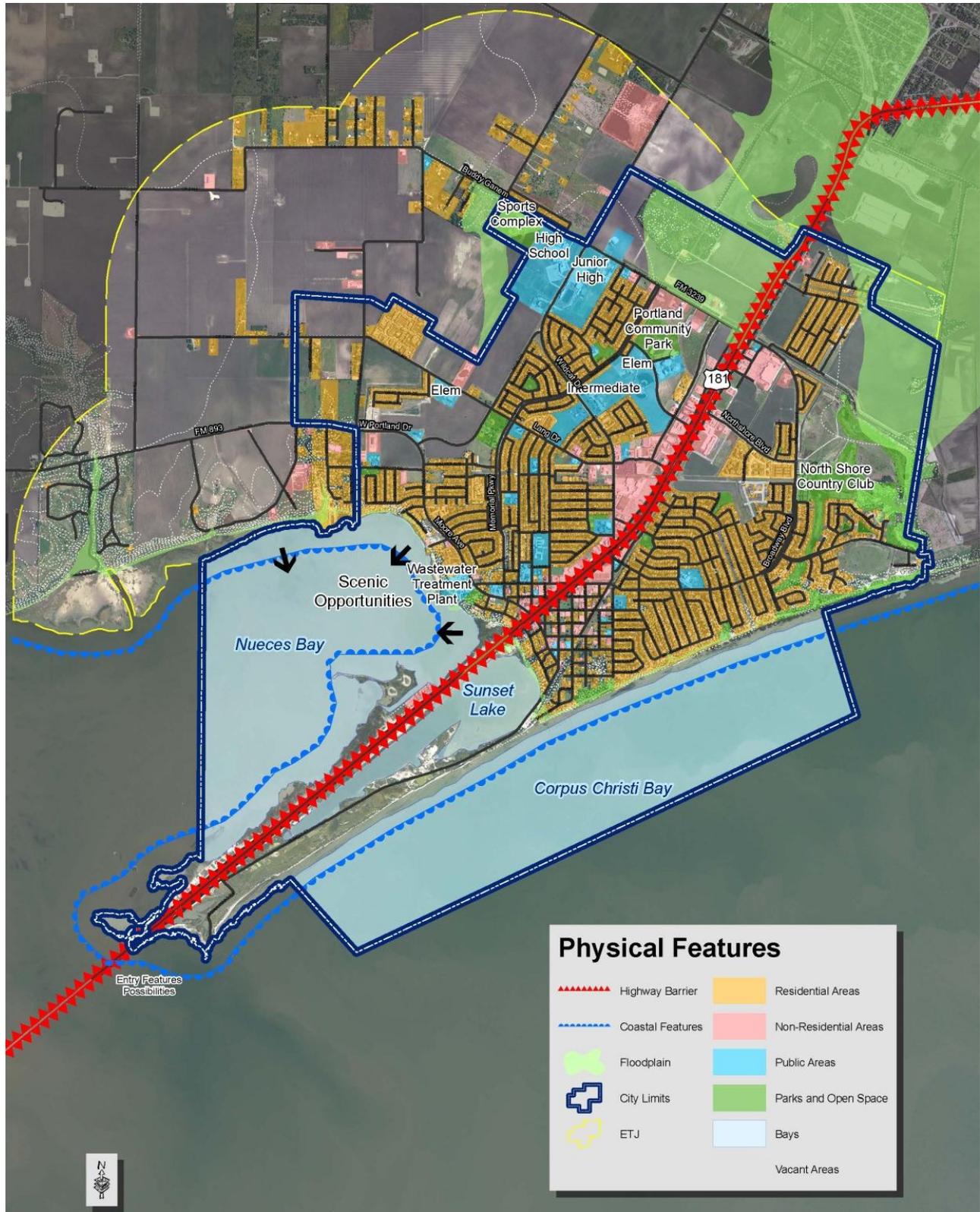


Figure 3. Topography and Flood Prone Areas



Surface Geology²

Names exist for the various geologic chapters, or time periods, of earth's history. Portland is situated within the gulf coastal area of Texas (the Quaternary area) which was probably formed during the Mesozoic and Cretaceous eras (between 140 and 240 million years ago). The coastal plains area continued taking shape during the Cenozoic era, and changes are still slowly occurring within this area today. It is estimated that the present-day sea level, which is crucial to Portland and other coastal communities, reached its current position/level approximately 3,000 years ago. The rivers, deltas, lagoons, beaches and barrier islands (including the National Seashore areas that are critical to coastal tourism) that we know as "coastal Texas" have also formed since that time.

The Portland area is part of the soil subdivision known as the Coast Prairie Soils group. The principal soil type within the City and its ETJ area is the Beaumont Formation, in separate areas that are either predominantly clay or sand (see **Figure 4. Surface Geology**). Specific soil types found within the City and its ETJ area include Dianola soils, Edroy clay, Monteola clay, Orelia sandy clay loam, Raymondville clay, and Victoria clay³.

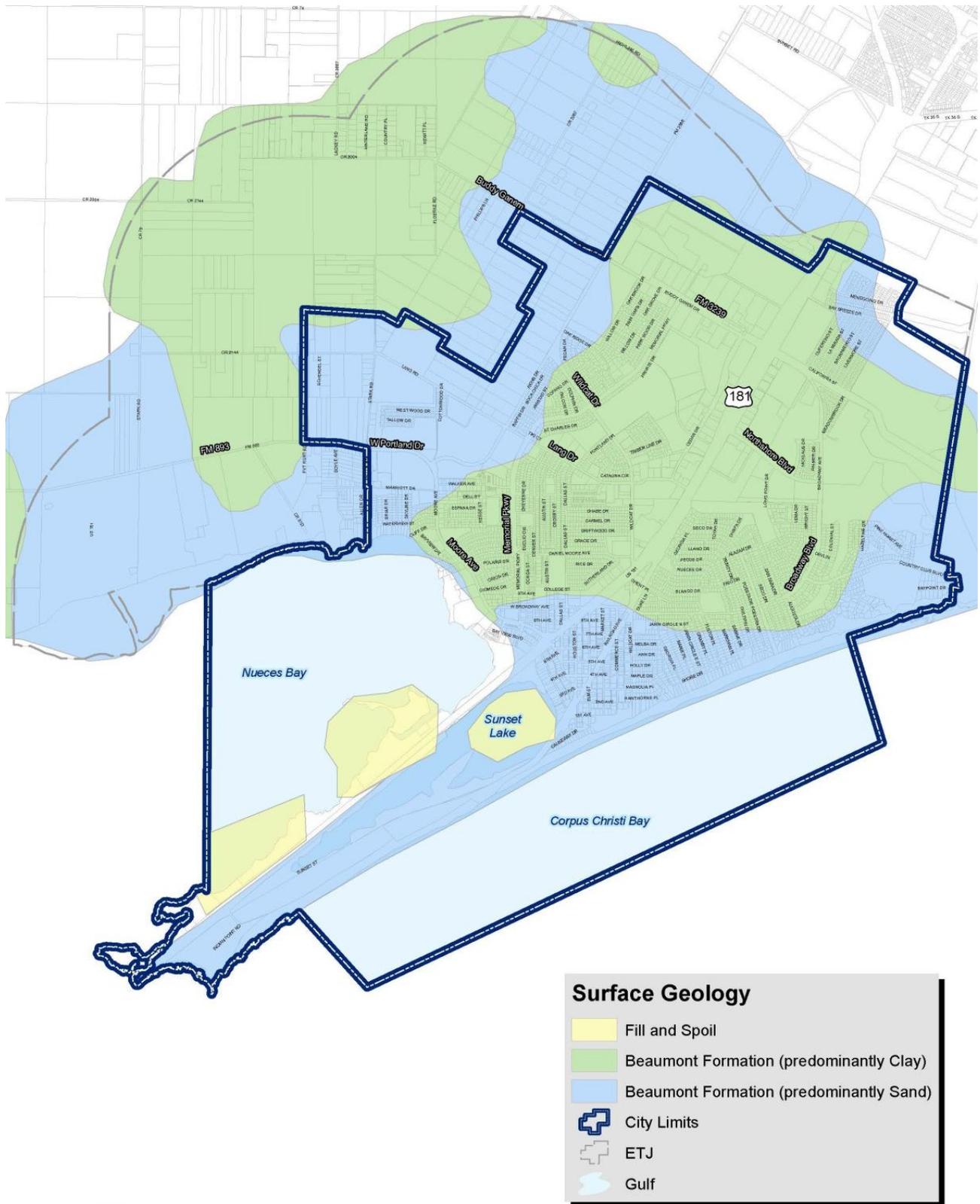
Pipelines and Utility Transmission Lines

Several oil pipelines, high pressure gas lines, and high voltage electrical transmission lines traverse the City of Portland and/or its ETJ. These major pipelines and transmission lines are regional distribution facilities for oil, natural gas and electricity, and are usually very expensive to relocate. These types of facilities are generally within easements which require adequate setbacks for safety purposes, and are generally compatible with most types of urban development if appropriate setbacks are respected.

² Source: 1994-95 Texas Almanac, published by The Dallas Morning News (copyright 1993, The Dallas Morning News, Inc.).

³ Source: "Soil Survey of San Patricio and Aransas Counties, Texas", published by the United States Department of Agriculture Soil Conservation Service in cooperation with the Texas Agricultural Experiment Station, July, 1979.

Figure 4. Surface Geology



Climatic and Environmental Profile⁴

Although the annual precipitation shown for Portland in the preceding data is well above the State's 105-year average annual rainfall, the City and surrounding area are susceptible to prolonged periods of drought which are detrimental to agribusiness in the vicinity. Recent dry periods have resulted in water rationing for short periods during the summer months. Often, these dry periods are followed by severe storms and inundations of rainfall, which create drainage and flooding problems in some portions of the City. The worst severe weather event in recent history was Hurricane Celia (August 3-5, 1970) which destroyed most of Portland's original townsite as well as structures in other nearby cities. Some portions of the original townsite have not been redeveloped since that destructive storm, making infill development and rehabilitation of this area an important consideration as Portland grows into the next century.

The abundance of diverse species of wildlife in the Portland and bay area provides many recreational opportunities for sport fishermen, hunters and bird watchers. The area's soils and mild climate are conducive to the beef industry, as well as the cultivation of cotton, grain sorghums and corn. Fishing and shrimping are also major industries for the region due to the abundance and diversity of marine life in Corpus Christi Bay, Nueces Bay and the Texas Gulf.

Table 1. Climatic Conditions and Meteorological Data for San Patricio County

	San Patricio County	Nueces County
Mean maximum temperature in July	94° F	93° F
Mean minimum temperature in January	43° F	45° F
Highest recorded (record) temperature	107° F	104° F
Lowest recorded (record) temperature	11° F	13° F
Last average freeze date (Spring)	Feb. 14	Feb. 9
First average freeze date (Fall)	Dec. 14	Dec. 15
Growing season length	303 days	309 days
Annual precipitation	35.0 inches	30.1 inches

Texas annual 105-year average precipitation (1888-1992)	27.21 inches
For the Corpus Christi area:	
Number of days maximum temperature is 90° and above	101.9 days/year
Number of days minimum temperature is 32° and below	6.6 days/year
Mean annual snowfall	0.1 inch
Relative humidity at 6:00 a.m. CST	90%
Relative humidity at 12:00 noon CST	62%
Mean annual wind speed	12.0 miles/hour
Percent possibility of sunshine	62%

Demographic and Socioeconomic Profile

While it is important to recognize Portland's position within San Patricio County and its relationship to the larger coastal region which surrounds it, it is also important to understand the area's demographic, social and economic composition when considering the community's future development potential. The growing Corpus Christi metropolitan area provides opportunities for Portland to share in its growth and development. It is reasonable to assume that some of the growth anticipated for Corpus Christi will be captured by Portland and its ETJ area.

Although the regional advantages of Portland are important, its people will continue to be the most important resource for the community. The City's future economic vigor and the quality of life enjoyed by residents of Portland will be, to a large extent, determined by the attitudes and characteristics of the

⁴ Source: 1994-95 Texas Almanac, published by The Dallas Morning News (copyright 1993, The Dallas Morning News, Inc.).

people who live and work in the City. It is appropriate, therefore, to examine the demographic and socioeconomic characteristics of the present population, as well as any changes which may have been taking place in recent years. Important future resources for the community will be the educational levels and economic pursuits of its population. The following sections describe and analyze the various characteristics of Portland’s population.

Population

Table 2. Population since 1930

Year	Population	Change	
		Number	Percent
1930	300	---	---
1940	450	150	50%
1950	1,292	842	187%
1960	2,538	1,246	96%
1970	7,302	4,764	188%
1980	12,023	4,721	65%
1990	12,142	119	1%
2000	14,827	2,685	22%
2010	15,099	272	2%
2012	15,306	207	1%

Source: U.S. Census and City of Portland

Note: The 2010 Census population data is used as a baseline. This population estimate is subject to change based on availability of future data.

Portland’s historic growth can be attributed to several factors. One major factor is the availability of land for future growth and for the development of residential neighborhoods, which are needed to accommodate the immigration of new families into the area. Another factor is the City’s geographic proximity to the Corpus Christi metropolitan area and various tourist destinations in the vicinity. Because the City has been able to provide adequate levels of municipal services and facilities, it has been able to capture a share of the region’s growth -- a trend that is likely to continue.

The following tables show the historical population growth for Portland, San Patricio and Nueces Counties, and selected other cities within the region. The 2012 population was calculated using residential building permits issued since the 2010 Census, and applying persons per household (2.78) and the occupancy rate (91.3 percent), for a total of 207 new residents since the 2010 Census, a total of 15,306 residents in 2012.

Table 2. Population since 1930 shows that Portland has generally had a moderate rate of growth since 1930, with two periods of very little growth (from 1980 to 1990 and 2000 to present, possibly

Table 3. Population Comparison of the Region (1960-2010)

Geography	1960	1970	1980	1990	2000	2010
CBCOG*	404,783	420,360	477,546	500,805	549,012	571,987
San Patricio Co.	45,021	47,288	58,013	58,749	67,138	64,804
Nueces Co.	221,573	237,544	268,215	291,145	313,645	340,223
Aransas Pass	6,956	5,813	7,173	7,080	8,138	8,204
Corpus Christi	167,690	204,525	231,999	257,453	277,454	305,215
Gregory	1,970	2,246	2,739	2,540	2,318	1,907
Ingleside	3,022	3,763	5,436	5,696	9,388	9,387
Port Aransas	---	1,218	1,968	2,241	3,370	3,480
Portland	2,538	7,302	12,023	12,142	14,827	15,099
Robstown	10,266	11,217	12,100	12,957	12,727	11,487
Rockport	2,989	3,879	3,686	4,831	7,385	8,766
Sinton	6,008	5,563	6,044	5,533	5,676	5,665
Taft	3,463	3,274	3,686	3,247	3,396	3,048

* Represents the 12-county Coastal Bend Council of Governments region; 2000 and 2010 calculated using U.S. Census data

Source: U.S. Census

due to the economic downturns of both periods). It also shows that Portland has experienced increases in population in every decade since 1930.

As shown in **Table 3. Population Comparison of the Region (1960-2010)**, Portland's rate of growth has generally exceeded the surrounding area's since 1990. To better illustrate recent growth trends, Portland has experienced an average annual (compounded) growth rate between 1990 and 2010 of about 1.10 percent. This growth rate is greater than that experienced by the 12-county CBCOG region (0.67 percent), San Patricio County (0.49 percent), and Nueces County (0.78 percent), Aransas Pass (0.74 percent), Corpus Christi (0.85 percent), Robstown (-.60 percent), Sinton (0.12 percent), and Taft (city only; -0.32 percent) for the same time period. This growth rate for Portland (1.10 percent) is lower than that experienced by Gregory (-1.42 percent), Port Aransas (2.22 percent), Ingleside (2.53 percent), and Rockport (3.02 percent). Based upon this data, it appears that Portland is experiencing a respectable amount of growth due to favorable characteristics that are intrinsic to the community, as opposed to receiving the "ripple" effects of growth within the Corpus Christi metropolitan area.

Another method of evaluating a community's growth potential is to compare it to a larger regional area. If San Patricio County were considered the "region" in this comparison, **Table 4. Portland as a Percentage of San Patricio County** shows how much (percentage) of the region's population lived in Portland for each decade since 1960. In 1960, Portland accounted for 6 percent of San Patricio County's total population. This share steadily increased, and in 2010 Portland accounted for approximately 23 percent of the County's total population.

As previously stated, it is reasonable to assume that the rate of growth in Portland is partially due to the availability of land and proximity to the Corpus Christi area. As Portland continues to develop, its rate of growth may fluctuate as it tends to do in many communities. As the population numbers get larger, the percent of growth often decreases. Similarly, other communities which can provide adequate public services and facilities with lower property costs will experience growth, as well. Still, it is evident in recent years that Portland has been capturing a steadily increasing share of the overall region's growth and this trend could realistically continue. Portland's growth is indicative of the community's quality of life and its ability to accommodate growth in an orderly manner.

Table 4. Portland as a Percentage of San Patricio County

Year	Portland	San Patricio	Percent
1960	2,538	45,021	6%
1970	7,302	47,288	15%
1980	12,023	58,013	21%
1990	12,142	58,749	21%
2000	14,827	67,138	22%
2010	15,099	64,804	23%

Source: U.S. Census

Household Size

The average household size in Portland in 1990 it was 2.97 persons, in 2000 it was 2.94 persons per household, and in 2010 it was 2.78 persons per household. This trend is not unusual nationwide, as families in general are gradually getting smaller in size. The average household size for the State in 2010 was 2.75 persons per household.

Table 5. Age Distribution (2000 and 2010)

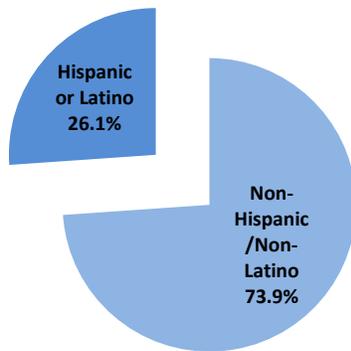
Age Group	2000		2010	
	Number	Percent	Number	Percent
Young (0-14 years)	4,005	27%	3,494	23%
High School, College, New Family (15-24 years)	2,054	14%	2,061	14%
Prime Labor Force (25-44 years)	4,631	31%	3,966	26%
Mature Labor Force (45-64 years)	2,961	20%	3,805	25%
Elderly (65 and over)	1,176	8%	1,773	12%
Total	14,827	100%	15,099	100%
Median Age	31.8		35.6	

Source: U.S. Census

Age and Race Composition

Analysis of the population’s age composition within a city can provide insight into the types of facilities and services which may need to be provided in the future. An analysis of age composition, among other population characteristics, can ensure that the Comprehensive Plan is tailored to meet Portland's public facility and service needs in the future. The age composition for Portland is shown in **Table 5. Age Distribution (2000 and 2010)** for 2000 and 2010. It is evident that the population shifted toward older residents between 2000 and 2010. The combined labor

Figure 5. Ethnic Composition (2010)



Source: U.S. Census

force, however, remains the dominant category, comprising 51 percent of the City’s population. Like many other communities, the general population in Portland is gradually aging (i.e., growing older on average). As the older labor force group (45 to 64 years) further matures (assuming that many choose to continue living in Portland), the City should consider additional services and specialized housing types to accommodate this segment of the population.

Table 6. Racial Distribution shows the racial distribution for Portland’s population for 2000 and 2010, and **Figure 5. Ethnic Composition (2010)** shows the ethnic composition in 2010.

Table 6. Racial Distribution

Race	2000	2010
White/Caucasian	84%	88%
Black/African American	4%	2%
American Indian and Alaska Native	1%	1%
Asian	1%	1%
Other Race	8%	6%
Two or More Races	3%	2%
Total	100%	100%

Source: U.S. Census

School Enrollment

As previously mentioned, the Gregory and Portland school districts consolidated in 1950 to form one district. **Table 7. Gregory-Portland ISD Enrollment** shows that school enrollments within the Gregory-Portland Independent School District (GPISD) have grown at a modest rate. During some years, the School District grew at a slower rate (or even declined slightly) than did the City of Portland. However, enrollment for the 2010-2011 school year exhibits the highest enrollment since the 2004-2005 school year.

Table 7. Gregory-Portland ISD Enrollment

School Year	Average Enrollment	Change	
		Number	Percent
2000-2001	4,439	---	---
2001-2002	4,365	-74	-1.7%
2002-2003	4,289	-76	-1.7%
2003-2004	4,276	-13	-0.3%
2004-2005	4,302	26	0.6%
2005-2006	4,285	-17	-0.4%
2006-2007	4,285	0	0.0%
2007-2008	4,261	-24	-0.6%
2008-2009	4,245	-16	-0.4%
2009-2010	4,197	-48	-1.1%
2010-2011	4,296	99	2.4%

Source: Gregory-Portland ISD



Educational Attainment

Trends relative to the educational level of a population generally indicate the skill and abilities of the residents of the community. Educational attainment levels for Portland residents who were 25 years old or older during the 2005-2009 U.S. Census American Community Survey are shown in **Table 8. Education Attainment (2005-2009)**. During the 2005-2009 survey period, 66 percent of the persons 25 years of age and older in Portland had some college and/or an associate's degree.

Approximately 29 percent of residents had attained a bachelor's degree or higher, which compares favorably with the 1990 average (24.1 percent) and 2000 average (25.6 percent). Additionally, when compared to the Texas percentages, Portland's residents have generally attained higher levels of education. These figures are indicative of an educated work force, as opposed to one which is comprised primarily of skilled or unskilled laborers, and that Portland's population is becoming more educated over time.

Table 8. Education Attainment (2005-2009)

Attainment	Portland		Texas
	Number	Percent	Percent
Less than 9th grade	207	2%	10%
9th to 12th grade, no diploma	768	8%	10%
High school graduate (includes equivalency)	2,345	24%	26%
Some college, no degree	2,760	29%	22%
Associate's degree	774	8%	6%
Bachelor's degree	1,892	20%	17%
Graduate or professional degree	826	9%	8%
Percent high school graduate or higher	8,597	90%	79%
Percent bachelor's degree or higher	2,718	28%	25%
Total population 25 years and over	9,572		14,722,918

Source: U.S. Census 2005-2009 American Community Survey

Figure 6. Educational Attainment

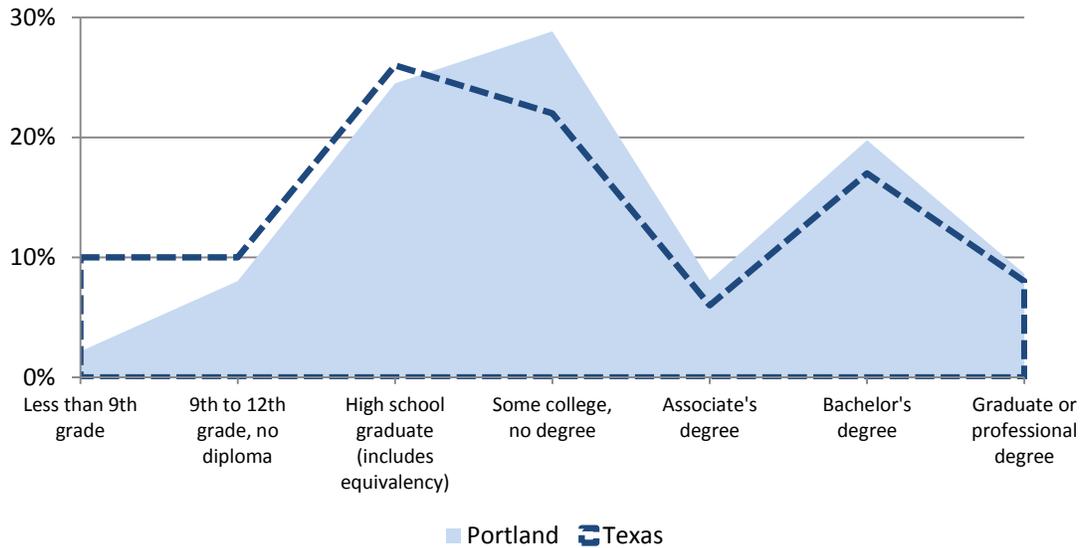


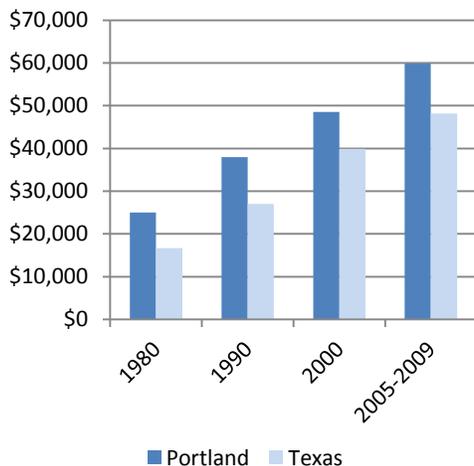
Table 9. Median Household Income (2005-2009)

Year	Portland	Texas
1980	\$24,985	\$16,708
1990	\$37,952	\$27,016
2000	\$48,574	\$39,927
2005-2009	\$59,836	\$48,199

Income Levels

Another important factor for retail trade and personal service businesses is the median household income level of residents within a community. According to the 1980 Census, the median household income in Portland was \$24,985 (the statewide median household income was \$16,708). In 1990, the median household income was \$37,952 and in 2000 was \$48,574. The Statewide median household income in 1990 was \$27,016, and in 2000 was \$39,927; similarly, during the 2005-2009 survey period, Portland’s median household income was \$59,836 compared to \$48,199 for the State of Texas, which demonstrates that income levels in Portland have been, for the most part, significantly above the State average. While most of the increase in median household income from one decade to the next results from general inflationary trends (if the average annual inflation rate over ten years was four percent), the gain of income levels in Portland is significantly higher than inflation and represents a real gain in purchasing power.

Figure 7. Median Household Income (2005-2009)



Source: U.S. Census 2005-2009 American Community Survey

Employment

Both civilian employment and military service opportunities within the region have contributed positively to the growth of Portland in recent years. In 2000, the total civilian work force was 6,130 workers, compared to 7,490 during the 2005-2009 survey period. The increase in the civilian labor force from 2000 to 2005-2009 was approximately 22 percent.

Table 10. Employment by Industry and **Table 11. Employment by Occupation** show employment within Portland by industry and occupation for the 2005-2009 survey period.

The largest employers within the vicinity of Portland include the following: Reynolds Metal Company (alumina), Naval Station-Corpus Christi (military), Gregory-Portland ISD (education), Occidental Chemical (petrochemical), DuPont (petrochemical), HEB (retail grocery), Mobil, Exxon, and City of Portland (municipal government). Other major businesses in Portland and/or the surrounding area include the beef industry, farming, fishing and shrimping (due to proximity to the bays and the Gulf), oil and petrochemicals, manufacturing and tourism. The future Tianjin Pipe Corporation (TPCO) development will manufacture steel products from recycled scrap steel and anticipates operation in late 2012. The facility will be located near Gregory and will likely serve as an employment generator for the Portland area, creating up to 600 new jobs (<http://www.portofcorpuschristi.com/related-links/tpco.html>).

Table 10. Employment by Industry

Industry	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	211	3%
Construction	410	5%
Manufacturing	815	11%
Wholesale trade	233	3%
Retail trade	818	11%
Transportation and warehousing, and utilities	340	5%
Information	32	0%
Finance and insurance, and real estate and rental and leasing	431	6%
Professional, scientific, and management, and administrative and waste management services	750	10%
Educational services, and health care and social assistance	1,691	23%
Arts, entertainment, and recreation, and accommodation and food services	862	12%
Other services, except public administration	412	6%
Public administration	485	6%
Total civilian employed population 16 years and over	7,490	

Source: U.S. Census 2005-2009 American Community Survey

Table 11. Employment by Occupation

Occupation	Number	Percent
Management, professional, and related occupations	2,891	39%
Service occupations	1,198	16%
Sales and office occupations	2,025	27%
Farming, fishing, and forestry occupations	0	0%
Construction, extraction, maintenance, and repair occupations	676	9%
Production, transportation, and material moving occupations	700	9%
Total civilian employed population 16 years and over	7,490	

Source: U.S. Census 2005-2009 American Community Survey

Existing Land Use

Many different factors influence the way a city grows and develops over time. The existing land use pattern is one of these factors. When combined with ever-changing market demands, the land use pattern continuously evolves and changes to satisfy the requirements of a growing community. The diverse activities of a community's residents create a need for residential, retail, commercial, recreational, office and industrial areas, as well as an efficient thoroughfare system. Growth and development occurring within Portland in the future will require the conversion of vacant and agricultural land to more intensified urban uses. The conversion process and how it occurs will be very important to the City in that it is one of the primary factors which will determine the community's future urban form. It will not only have an impact upon how Portland develops economically, but the relationships of existing and future land uses will shape the character, attractiveness and livability of the community for many years to come. Likewise, these relationships will be reflected in the provision of services and facilities throughout the community. An orderly and compact land use arrangement can be served more easily and efficiently than a random and scattered association of unrelated uses. Providing for the orderly and efficient use of land should be a major planning consideration in Portland. In order to more accurately assess the City's future land use needs, an analysis of past land use trends and present land use patterns are very important.

As shown in **Table 12. Existing Land Uses**, 2,303 acres, or 32 percent of the developable land, of Portland's planning area (City limits and ETJ combined) is currently developed. As in most communities, "infill" development, as well as some redevelopment, has occurred within areas having available land. Today, some portions of the City are more completely urbanized and little additional development can be expected to occur in those areas.

Land Use Survey Methodology

In the preparation of the former 1998 Comprehensive Plan, a detailed land use survey was conducted. This survey was updated in 2006 and 2012. Each land parcel was color-coded and documented according to the following land use categories:

Residential Uses:

Single-Family Residences – One-family dwellings and related accessory buildings

Two-Family Residences – Duplex dwellings and related accessory buildings

Multiple-Family Residences – Apartments, rooming houses and related accessory buildings

Manufactured Homes – A manufactured home located on a lot or parcel and used as a dwelling

Public, Semi-Public and Related Uses: Schools, churches, cemeteries and public buildings

Parks and Open Spaces: Parks, playgrounds and public open space

Office Uses: Professional/administrative offices, doctors, dentists, real estate, architects, accountants, secretarial service, etc.

Retail Uses: Retail stores, shops and personal service establishments, shopping centers, service stations and any associated off-street parking facilities

Commercial Uses: Commercial amusements, automobile garages and sales lots, automobile body repair, warehouses, telecommunications/broadcasting towers and facilities, wholesale establishments, sale of used merchandise and welding shops

Industrial Uses: Light industrial processing, storage, light fabrication, assembly and repairing

Rights-of-Way: Land dedicated to public use for street, alley and railroad rights-of-way, whether open or closed to use

Vacant and Agricultural Uses: Vacant land having no apparent use (including water areas), or land used for agricultural purposes (ranching or farming)

Water Surface Area: Bays, lakes, and creeks

Table 12. Existing Land Uses

Land Use	City Acreage	Percent of Developed Acres	Acres Per 100 Persons*	ETJ Acreage	Total Planning Area Acreage
Single Family	1,008	52.1%	6.7	232	1,248
Two-Family	2	0.1%	0.0	0	2
Townhome	6	0.3%	0.0	0	6
Multiple Family	124	6.4%	0.8	0	125
Manufactured Home	1	0.1%	0.0	38	39
Parks and Open Space	106	5.5%	0.7	0	106
Golf Course	162	8.4%	1.1	0	163
Public/Semi-Public	302	15.6%	2.0	2	307
Office	28	1.5%	0.2	0	29
Retail	105	5.4%	0.7	0	106
Commercial	91	4.7%	0.6	48	139
Industrial	0	0.0%	0.0	48	48
Total Developed		1,935		368	2,303
Vacant	1,793	---	11.9	3,089	4,894
Water Surface Area	2,402	---	15.9	0	2,418
Right-of-Way	779	---	5.2	88	872
Total Undeveloped		4,974		3,177	7,312
Total Acreage		6,909		3,545	10,454

* Based on 2010 U.S. Census population of 15,099 residents.

Figure 8. Existing Land Use

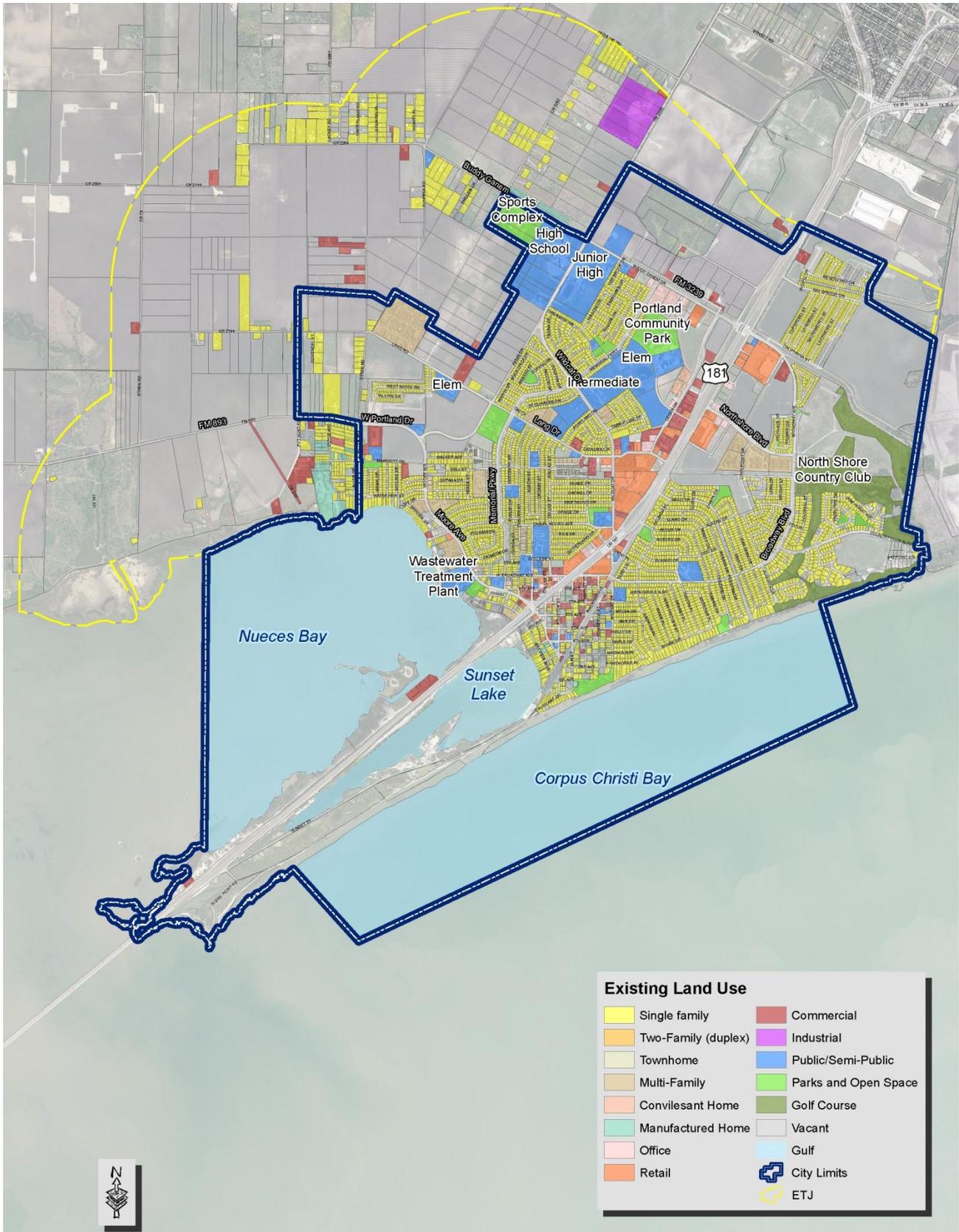
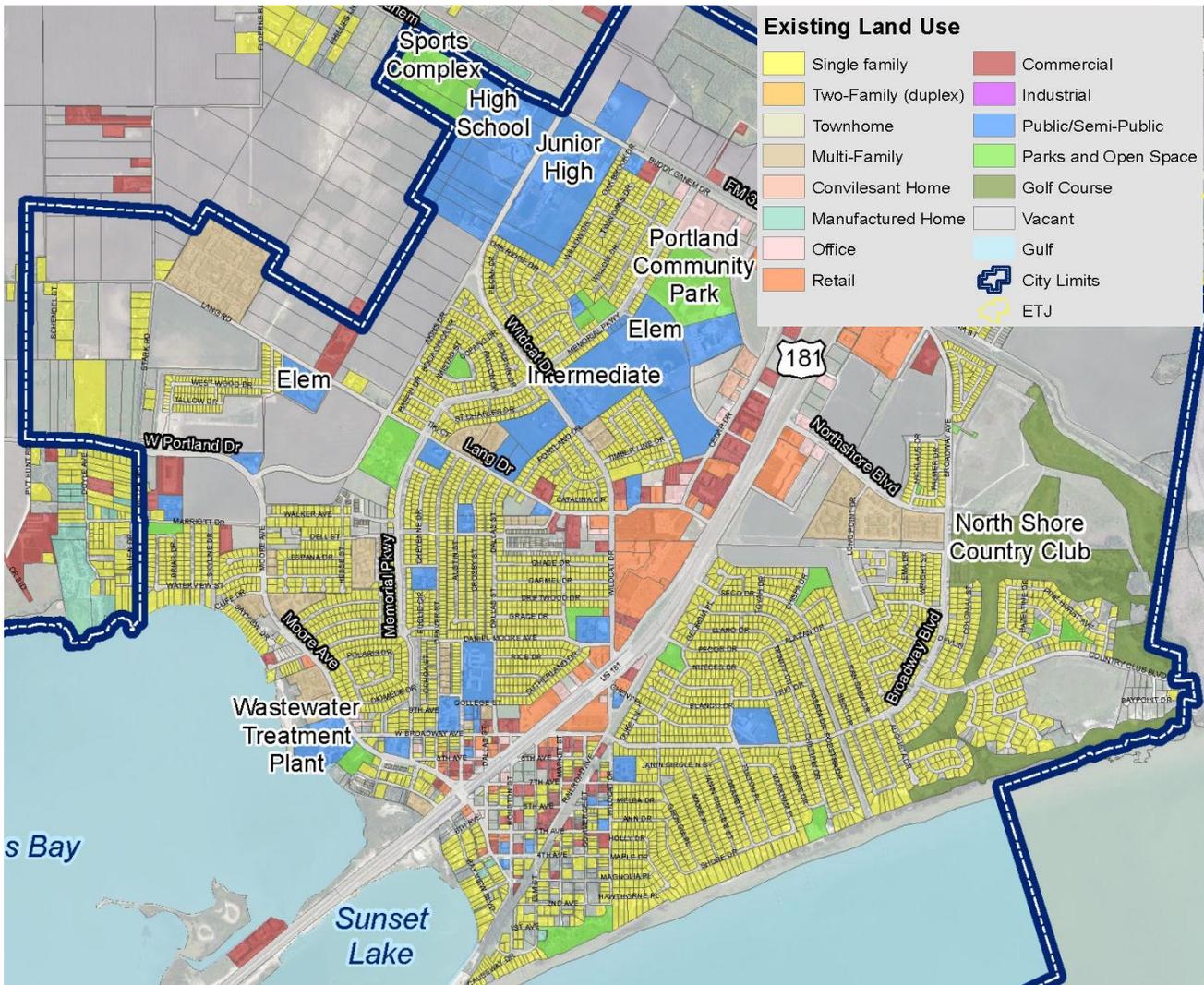


Figure 9. Existing Land Use (Core)



Existing Land Use Analysis

One method of analyzing existing land use is in tabulating the results of a detailed, lot-by-lot land use survey, such as was performed as part of the 1998 comprehensive planning process and updated in 2006 and 2012. Another method of analyzing land use is relating the number of acres used for each type of land use category to the population. The preceding table shows this relationship between land use and population for the area within Portland's corporate limits (**Table 12. Existing Land Uses**)

Of the developed areas within the City's corporate limits, single family residential uses comprise the largest percentage of land, 52 percent. The vacant (undeveloped) land category contains approximately 1,793 acres, or about 26 percent, of the total area within the City limits. It is expected that the composition and mixture of residential land uses in Portland will change in the future. Depending upon residential expansion policies, this percentage may increase as Portland continues to urbanize.

By calculating the amount of acreage consumed for various land uses, and comparing it to population, insight can be gained into future land use demand. Assumptions can be made regarding the future consumption of land use based upon these relationships, balanced with the community's own desired goals and objectives. **Table 12. Existing Land Uses** also shows land use related to population by acres per 100 persons. Especially noteworthy is the relationship of retail uses to the overall land use pattern. The percentage and acreage of retail uses within the City's limits per 100 persons (0.7 acres, per **Table 12. Existing Land Uses**) is approximately the same as the upper end of a generally accepted ratio. Retail demand usually ranges from 0.3 to 0.4 acres per 100 persons on the low end, to 0.6 to 0.8 acres per 100 persons on the high end. Portland's current retail land use of 0.7 acres per 100 persons is generally accepted as a relatively high average. A higher number (ratio) indicates either a strong retail market with a large population with disposable incomes (high-income families), or it would imply that retail sales are being captured or imported from other areas. Portland has increased its sales tax over the last five years mainly due to the addition of large retailing businesses along U.S. Highway 181. In 2011, approximately \$3,388,000 dollars were received from sales tax revenues in Portland, which translates to approximately \$224 dollars in sales taxes per capita. The ratio of this income further shows the presence of a reasonably stable retail tax base in Portland.

The following sections summarize general features of Portland's existing land use pattern:

1. One of Portland's most prominent features, and one of its distinguishing characteristics, is its location on bluffs overlooking the two bay areas and the resulting scenic views.
2. Nearly all of Portland's retail and commercial uses are located along, or in close proximity to, U.S. Highway 181.
3. Portland residents have access to recreation and open space areas maintained by Federal, State and local governments.
4. Most of the City's existing development is located in a fairly compact arrangement, and within the central area of the City.
5. Very little industrial land use exists within the City, and many of the City's residents work outside of Portland.
6. In the past, rail access has not appeared to be important to Portland's nonresidential uses. However, as the La Quinta industrial area develops, the rail to the north side of Portland will become increasingly important for nonresidential development.

7. Retail access to Ingleside could impact future development within the ETJ.
8. Retail uses inside of Portland are capturing some of the retail market from outside of Portland, as evidenced by the ratio of retail uses to population.
9. Residential development is relatively concentrated within specific areas (neighborhoods). Some large-lot residential uses are located at the edge of the City and within the ETJ.
10. Several large public/semi-public uses exist (golf course, schools, Community Center).
11. A private airport (Hunt Airport) is located at the west edge of the City, on the north shore of Nueces Bay.
12. Sunset Lake offers unique opportunities for active and passive recreational uses, as well as for waterfowl and wildlife viewing, hunting and fishing, etc.

Inasmuch as Portland's existing land use is predominately single-family, the population distribution and density is fairly dispersed throughout the developed area, with a mixture of large and small residential lots.

An important consideration for Portland in the future will be the need to protect and enhance existing residential neighborhoods while providing continuity and connections into new developments. The configuration of existing subdivisions and terrain will require careful review and consideration of new subdivision plats to prevent isolation of residential neighborhoods from each other and from the school and park facilities they will utilize.

Public Facilities and Services

Portland's land use pattern is a result of the public/private decision-making process, integrated with the area's natural and physical attributes and constraints. Many factors contributed to creation of the City's land use pattern as it exists today including growth trends, market demands, and other similar factors. The type, location, capacity and availability of public infrastructure (e.g., roads, water lines, sanitary sewer lines, etc.) also contribute to how land is developed over time. For example, roadway access and the general provision of a wastewater collection (sanitary sewer) system generally tends to encourage a more compact land use pattern as opposed to one which is more dispersed. The adequacy and availability of public facilities and services (or the lack of same) is often a factor that helps determine which areas of a community will develop first and which areas will remain unused. Another example of this is the availability of a public elementary school, and perhaps a City park, in or immediately accessible to a newly developing residential neighborhood. Provision of these facilities in advance of actual need will sometimes actually encourage development to occur within preferred areas (i.e., those that are already served with public infrastructure and services) rather than in remote, difficult to serve locations. Portland has generally been able to provide adequate public services, facilities and infrastructure to serve growth and development.

In addition to underground infrastructure systems (i.e., water distribution, wastewater collection, drainage, etc.), the City has provided necessary public services and facilities for its residents including public parks, a public swimming pool, a golf course (semi-private), tennis courts, a youth center, a 31,600 square foot Community Center, a library, public works offices, and a senior citizens center. The City, including the police department, has relocated to a new Municipal Complex next to the Community Center. The City has moved most administrative services and the police department to this facility.

Existing Housing

The quality of housing and the affordability of housing options are very important planning considerations. Among the factors influencing the desirability of Portland as a place to live, and affecting the potential for future development of various portions of the City and surrounding area, is the availability of existing housing and the quality of the residential neighborhoods they form. The community has an interest in the ability to attract new industry/businesses and new residents, as well as provide adequate habitation for its residents.

The availability of housing within Portland is an important consideration in the evaluation of the adequacy of existing residential land use, and in estimating future residential land use requirements. Quantities of different types of housing units and the average number of persons per household are indicators of the general status of the existing housing supply, and are also factors to be considered in the evaluation and analysis of the City's future residential land use requirements.

The quality and physical condition of housing units within Portland are important considerations in evaluation of the adequacy of the existing housing stock, and in estimating future housing requirements. Condition and age are two of the physical characteristics of the housing supply which reflect the present quality of housing. Tenure, length of residence, persons per household, and affordability are other features which indicate the general status of the housing supply, and are also factors to be considered in the evaluation and analysis of the City's housing requirements. The condition of housing within an area also influences the attractiveness of reinvestment in new or remodeled dwelling units. Normally, residents of a neighborhood area consisting of well maintained, sound housing units with school facilities within a reasonable distance, with convenient parks and open space, with adequate streets and good sanitation and drainage, and with other features that make up a sound neighborhood will reflect minimum health, economic and social problems. In contrast, a blighted or partially blighted area, where many of the above listed elements are either nonexistent or poorly provided, will likely present a greater number of problems to the community in general and to area residents.

Analysis of a residential neighborhood area assists in defining any existing problems or deficiencies that are related to the physical features found within the surrounding environment. It further provides a basis for determining proper directive measures required for bringing specific areas into acceptable community standards. To help ensure the long-term viability, and even livability, of residential neighborhoods, it is appropriate to establish goals and pursue development standards which will emphasize continuation of existing characteristics that positively contribute to the City's livability and quality of life as a whole.

Trend in Housing Supply

During the past three decades, the total number of dwelling units (households) in Portland has steadily increased, while the household size has gradually decreased (see **Table 13. Households (1970-2010)**). This trend is consistent with State and national trends, as families in general are gradually getting smaller in size. The average household size for the State of Texas in 2010 was 2.75 persons per household.

As can be expected, the increase in housing units has followed a similar trend to that established by the City's population over the same three-decade time period. Over the last three decades, the occupancy rate has remained relatively high compared to other cities within the region. In 1990, the occupancy rate was about 90.3 percent, in 2000 it was about 93.8 percent and in 2010 it was 91.3 percent.

In 1997, a visual count of housing units was conducted for the City of Portland in conjunction with the land use survey.

Table 14. Housing Type shows a summary of the existing housing types within the City of Portland according to the 2007-2011 American Community Survey by the U.S. Census Bureau. Portland is predominantly a single-family residential community, with approximately 72 percent of the total dwelling units within the City being single-family detached residences. About 26 percent of the total housing structures within Portland are multiple family, and about 2 percent are town homes or duplexes. Manufactured homes and those included in the "Other" category (i.e., boats, RVs, vans, etc.) do not compose a significant amount of the housing within the City limits.

Table 13. Households (1970-2010)

Year	Total Households	Persons Per Household
1970	996	3.66
1980	774	3.19
1990	4,108	2.97
2000	5,021	2.94
2010	5,392	2.78

Source: U.S. Census

Table 14. Housing Type

Type	City	
	Number	Percent
Single Family	4,209	72%
Duplex or Town Home	125	2%
Multiple Family	1,502	26%
Manufactured Home	0	0%
Other	39	1%
Total	5,875	100%

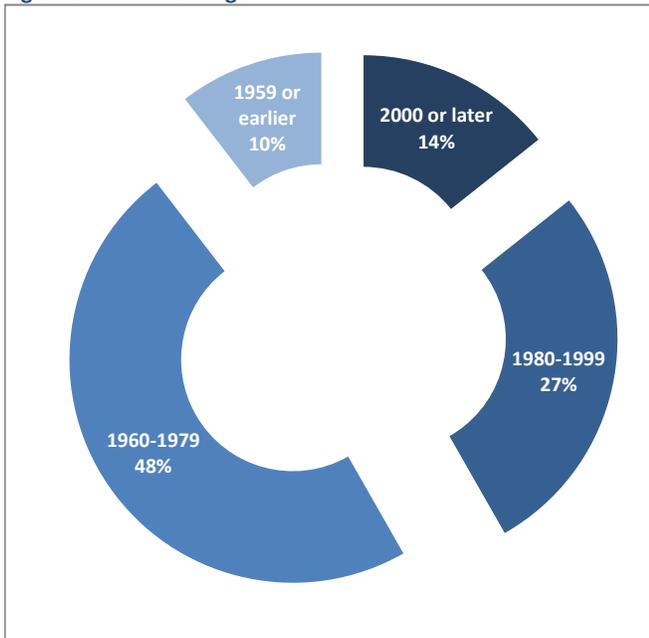
Source: U.S. Census 2007-2011 American Community Survey.



Tenure (Residency)

The length of time people tend to reside within a community, to a certain degree, influences the city structure's physical condition. It can be reasonably assumed that the occupancy of a structure by a particular family unit over a long period of time would be a deterring factor in any decline of the structure's condition, as compared to several families occupying a structure during the same or a shorter period of time. Also, a renter or owner-type of occupancy will likely be reflected by the level and quality of maintenance and upkeep that is given to a residential structure. Portland has had a high owner-occupancy rate when compared to the State –65.1 percent in Portland; 63.7 percent in the State of Texas in 2010. A high owner-occupancy may be considered an asset in planning Portland’s future since it is indicative of higher levels of maintenance of housing units.

Figure 10. Structural Age



Source: 2005-2009 U.S. Census American Community Survey

Age of Housing Units

Structural age often influences the physical condition as well as the desirability of a structure that is used for dwelling purposes. Nearly half of all housing units were constructed between 1960 and 1979. Of the total housing units in Portland, approximately 27 percent were built between 1980 and 1999, probably during reconstruction of the City after Hurricane Celia destroyed large portions of it in 1970.

Housing Value and Rental Rates

Table 15. Home Value shows the housing value for occupied dwelling units in Portland for the 2005-2009 survey period. As shown, the largest percentage (41 percent) of Portland's homes are within the \$100,000 to \$149,999 range. This is a shift from 2000, when most of the homes were within the \$50,000 to \$99,999 range.

Housing values and rental rates often determine the ability of a family to obtain adequate shelter, since the expendable amount for this income is generally closely related to total family income. The usual guide for the amount of money to be spent on shelter is about 30% or less of a family unit's gross total income. **Table 16. Gross Rent** shows the monthly gross rent for renter-occupied dwelling units in Portland during the 2005-2009 survey period. If the median rental rate value is accepted as the amount which is required to obtain adequate shelter, and if it is assumed, as previously mentioned, that 30% of the family income is expended for this purpose, then an annual income of approximately \$33,500 would be required to occupy a rental unit having the median rental rate of \$837. This value is below the community's gross median income level of \$59,836 was during the 2005-2009 survey period.

The assumptions made for the comparison between rental value and income is affected by several variables for each family unit. The difficulty of new or young families finding affordable housing in the area is an example of this trend. The "filtering-down" process of housing units to lower income levels of older but sound units that are made available by families moving into new and larger units or vacating for other reasons is a usual result of aging housing. The age of many older structures will influence their desirability as a dwelling unit as well as the number of units available for the "filtering-down" process. Characteristics and number of older housing units which are representative of early construction techniques used for housing in Portland is expected to limit the number and desirability of these units in the filtering process.

Any programs designed to improve the physical condition of housing within a community must recognize the various characteristics of the housing inventory itself. Family income is a factor in acquiring shelter; however, Federal programs have somewhat minimized this restraint. Age of structures will be a continuing factor in the City's housing inventory, and there exists a need for replacing these units in the future, both for present residents and those migrating into Portland.

1997 Housing Inventory

A housing inventory was conducted in Portland in 1997 for the purpose of determining the physical condition of housing and identifying any blighted areas. Each structure was classified according to visible exterior physical conditions. Four categories of condition were used, as described below:

Table 15. Home Value

Home Value	Number	Percent
Less than \$50,000	177	5%
\$50,000 to \$99,999	722	19%
\$100,000 to \$149,999	1,565	41%
\$150,000 to \$199,999	681	18%
\$200,000 to \$299,999	394	10%
\$300,000 to \$499,999	210	6%
\$500,000 to \$999,999	57	1%
\$1,000,000 or more	0	0%
Owner-occupied units	3,806	100%
Median	\$133,900	

Source: 2005-2009 U.S. Census American Community Survey

Table 16. Gross Rent

Gross Rent	Number	Percent
Less than \$200	0	0%
\$200 to \$299	48	2%
\$300 to \$499	71	3%
\$500 to \$749	648	32%
\$750 to \$999	508	25%
\$1,000 to \$1,499	630	31%
\$1,500 or more	140	7%
Occupied units paying rent	2,045	100%
Median	\$837	

Source: 2005-2009 U.S. Census American Community Survey

Type 1: Good and Sound Condition

Structures placed in this category were either new or older housing units being maintained and in sound physical condition.

Type 2: Housing in Need of Minor Repair

These structures included those needing minor maintenance which could be performed by the occupant, and generally included painting of trim or exterior surfaces, replacement of small trim areas, or other similar minor repairs.

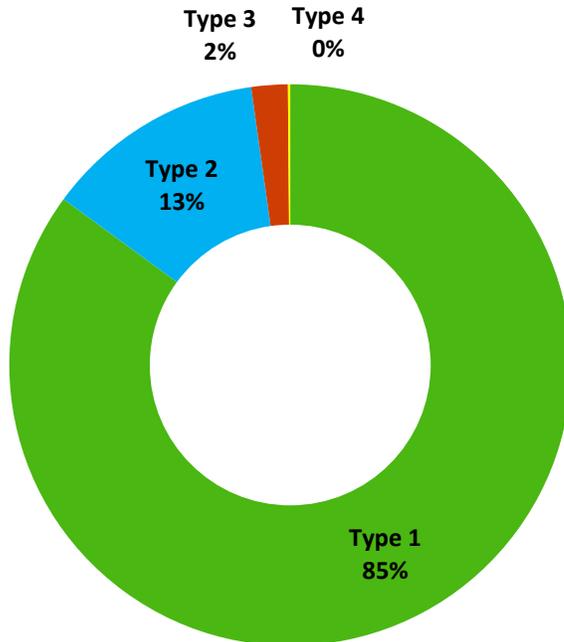
Type 3: Housing in Need of Major Repairs

Structures placed in this category were those needing repairs which would not normally be performed as annual maintenance by the occupant. Generally, the structures placed in this category were in various stages of deterioration and showed signs of sagging roofs, missing shingles and similar major repairs.

Type 4: Dilapidated

When a structure was considered to be inadequate as a dwelling unit and major structural deficiencies were apparent, it was placed in the dilapidated category. Structures in this category are questionable for rehabilitation.

Figure 11. Single Family Housing Conditions



Source: FNI

Data obtained from the field survey provides a basis for evaluating existing housing conditions and any factors influencing blight. Analysis of existing conditions serves to guide the measures needed to either preserve or physically upgrade the overall housing inventory, if necessary. **Figure 12. Housing Conditions Map (Core)** shows the various conditions of housing by the above types.

As can be seen from **Figure 11. Single Family Housing Conditions**, most of the housing in Portland is in good condition. Very little of the housing stock is of the Type 3 or Type 4 category. It is important to recognize that the Type 2 housing units will need specific attention in the coming years. This category contains 12.7 percent of the single-family and duplex dwelling units. If these structures are neglected, they could regress into the third condition category (Type 3) and potentially cause the beginning of blighted areas. Overall, Portland's housing stock can be generally

considered structurally sound. It is evident that some maintenance programs will be necessary to make sure that Type 2 housing does not deteriorate further. Also noteworthy is that the Type 2 structures are, with the exception of the original townsite area, generally distributed equally around the community and not concentrated in certain areas.

Figure 12. Housing Conditions Map (Core)

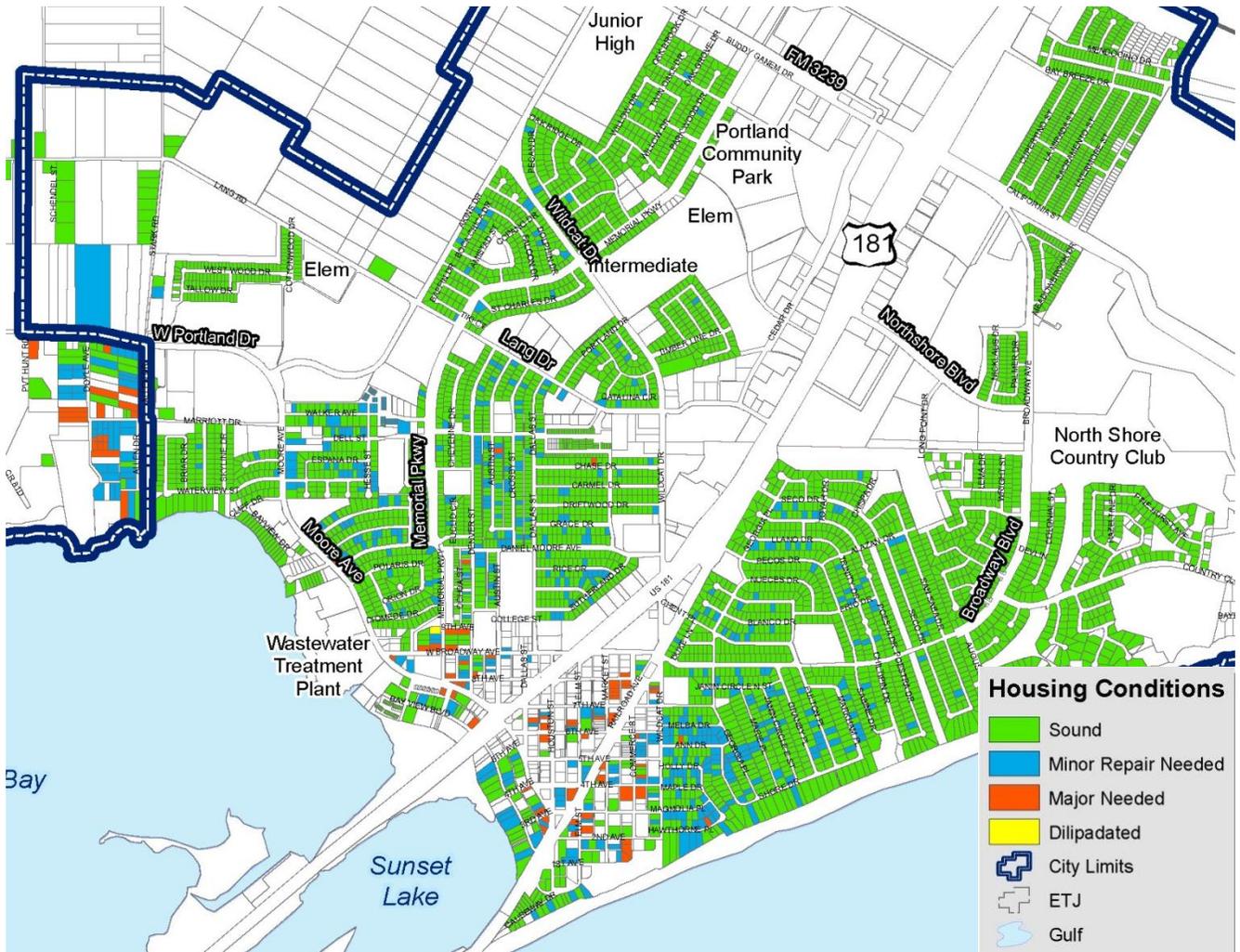
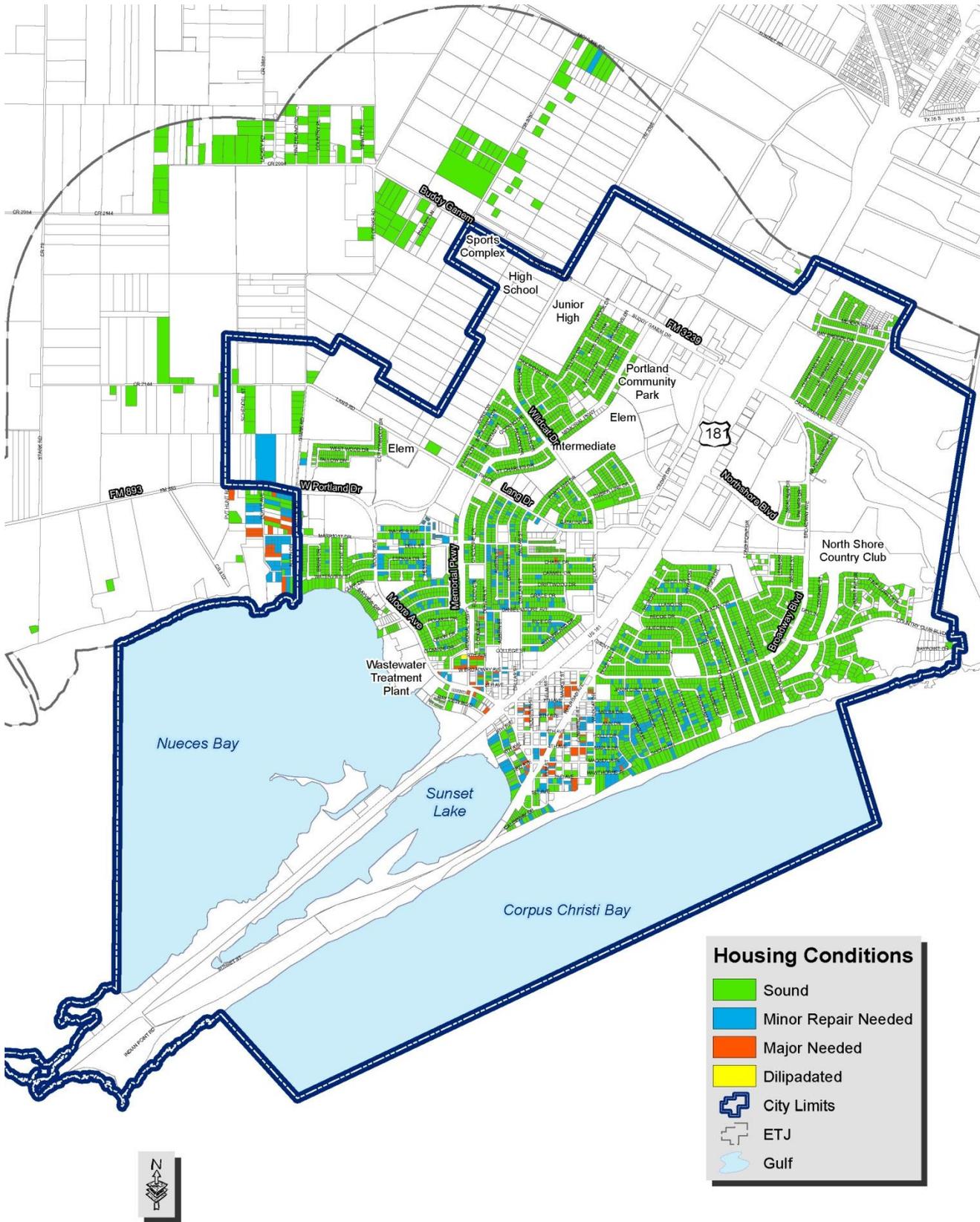


Figure 13. Housing Conditions Map



Existing Zoning

Most of the area within the City is zoned for single-family residential uses (approximately 2,774 acres). Nearly 266 acres of land is currently zoned for retail uses, as compared to the 105 acres that have actually been developed for retail use (see **Table 12. Existing Land Uses**). **Table 17. Existing Zoning Acreage** and **Figure 14. Current Zoning Map** show the amounts of land area within the Portland corporate limits that are currently zoned for each zoning category.

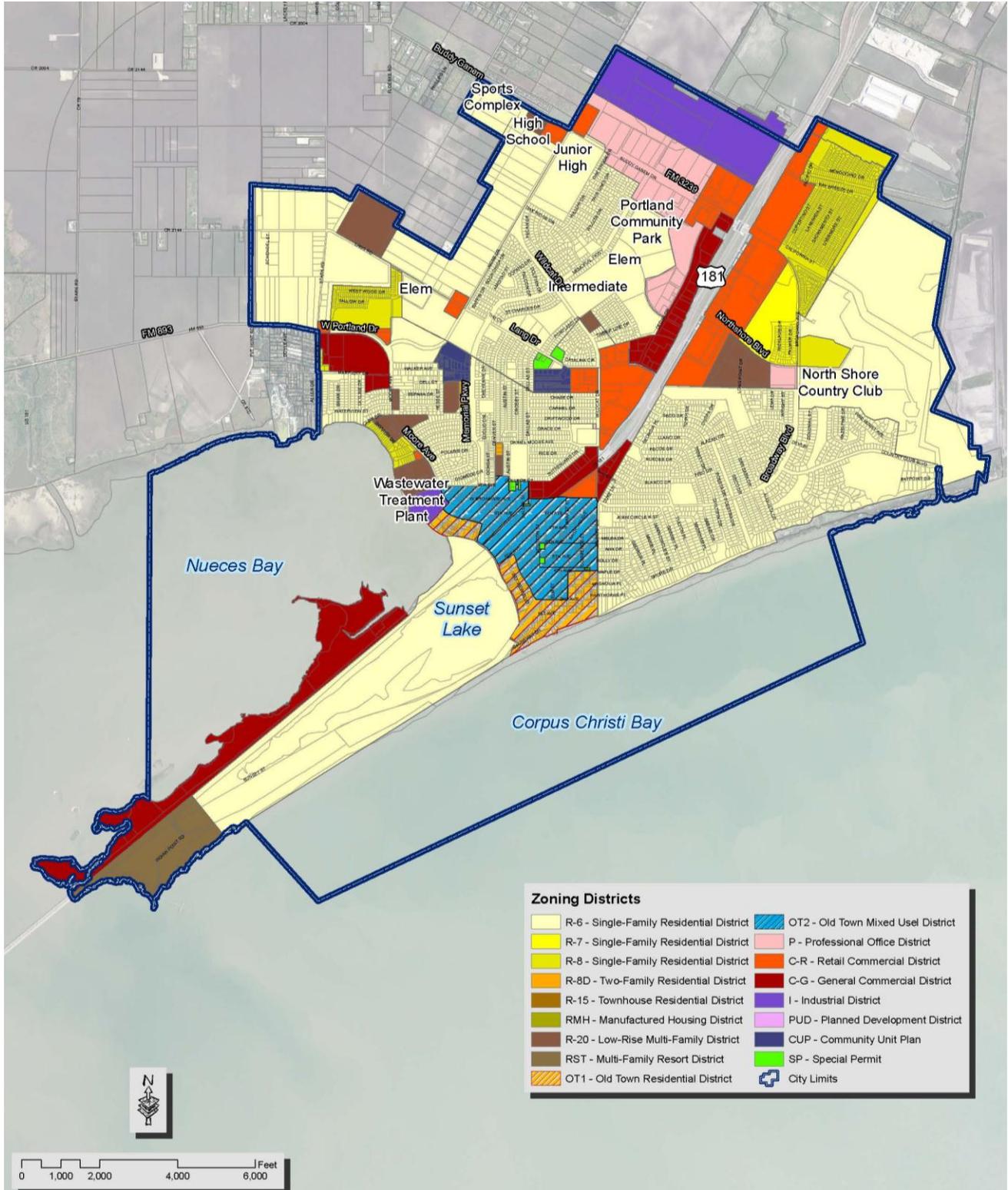
Zoning is an implementation tool that can be employed to address land use policies and objectives stated in the Comprehensive Plan. Although many of the City's existing zoning districts will be appropriate for the future, others may need to be evaluated and possibly modified, to ensure their continued effectiveness in implementing Portland's land use policies.

Table 17. Existing Zoning Acreage

Zoning District		Acres
R-6	Single Family Residential	2,398
R-7	Single Family Residential	57
R-8	Single Family Residential	239
R-8D	Two-Family Residential	4
R-15	Townhouse Residential	0
RMH	Manufactured Housing	0
R-20	Low Rise Multi-Family	125
RST	Multi-Family Resort District	88
C-G	General Commercial	308
C-R	Retail Commercial	266
CUP	Community Unit Plan	29
I	Industrial	175
OT1	Olde Town - 1 (Residential)	80
OT2	Olde Town - 2 (Mixed Use)	166
P	Professional Office	165
SP	Special Permits	8
Total		4,108

Note: Calculation does not include the bay areas or right-of-way.

Figure 14. Current Zoning Map



Vision 2

The purpose of this section is to identify the community's vision for Portland in 10 to 20 years as it becomes an increasingly mature city.

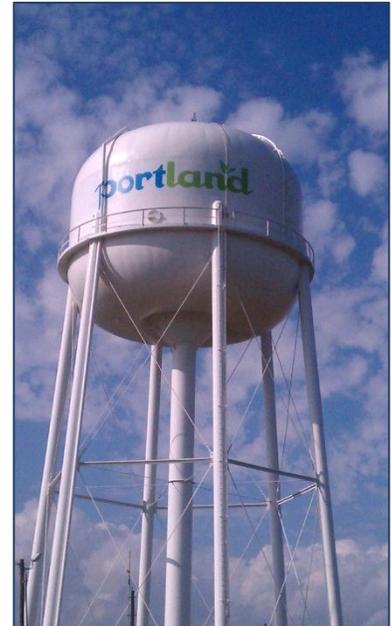
A Vision for Portland

What should Portland be like in the year 2030? The Comprehensive Plan establishes goals and objectives (and ultimately will contain implementation-oriented policies) that will help to shape and direct growth and development for the next ten years and beyond. The Plan is based upon a shared vision of the citizenry and stakeholders of what Portland should and will become, a vision in which the City:

Is a progressive and safe community, dedicated to maintaining and improving the quality of life for all its citizens, to supporting high moral values, and to promoting excellence in education, through economic development and orderly growth.

Other facets of Portland's vision for its future reflect basic community values and include specific concepts which pertain to how the community wishes to grow and mature into the next century and beyond. They also reflect the community's desire to maintain the high standard of living and quality of life to which residents of the community have become accustomed. Some of these specific "visions", or ideals, for Portland's future growth and development include the following:

- Safe, secure, and clean community
- Affordable living with a variety of housing choices for all age groups and income levels
- Full "life cycle" community
- Efficient and orderly growth/development
- Reasonable tax structure and stable tax base
- Progressive/proactive public policies
- Utilize the corridor and industrial opportunities
- Quality shopping, restaurants, personal services and medical facilities
- Attractive facilities and opportunities for tourism
- Diverse, progressive, and attractive business community
- Variety of recreational/entertainment amenities and opportunities for all age groups and physical acuity levels
- Efficient, well-maintained public facilities and infrastructure
- Diverse and progressive economic status
- Excellence in education and vocational opportunities
- Community beautification and urban design improvements
- Preservation/protection of natural resources and habitats (i.e., beaches, lowlands, etc.)



Goals and Objectives

The following goals and objectives have been developed to reinforce Portland’s vision statement and community ideals for itself as it grows, matures and ultimately attains its anticipated build-out configuration. They establish a framework for specific actions (i.e., policies) recommended within various elements of the Comprehensive Plan that will help the citizens and stakeholders of Portland achieve their ultimate vision of the City's future.

GOALS are general statements concerning an aspect of the City's desired ultimate physical, social and/or economic environment. Goals set the tone for development decisions in terms of the citizens' standards for quality of life within the community.

OBJECTIVES express the kinds of action that are necessary to achieve the stated goals without assigning responsibility to any specific action.

POLICIES are intended to clarify the specific position of the City regarding a specific objective, and they encourage specific courses of action for the community to undertake to achieve the applicable stated objective. Policies are as specific and as measurable as possible so they can be put into action in a manner that is consistent with adopted public policy and so their effectiveness can be evaluated. Policies are often associated with Plan recommendations and are cited within their respective Plan element.

The goals and objectives formulated during the comprehensive planning process pertain to the following areas:

- The Environment
- Physical Form of the City
- Transportation and the Thoroughfare Network
- Public Facilities and Services
- Fiscal Responsibility
- Community Livability and Character

The Environment

Goal 1: Realize that the natural environment and the bay area native ecosystems are assets for the community, that they contribute positively to the character of the City, and that they should be preserved and protected.

Objectives:

- 1.1 Conserve and protect ecologically sensitive areas (e.g., the bay edge areas, Sunset Lake, flood plains, estuary and marsh areas, etc.).
- 1.2 Establish and/or enhance public access points (including boat ramps where possible) to bay areas and to other natural/green space areas (e.g., Sunset Lake).
- 1.3 Consider conservation incentives and/or design flexibilities for developments within areas that are characterized by wetlands and within areas that are constrained by slope or shallow soil conditions (e.g., soil suitability or slope analysis, etc.).
- 1.4 Respect areas with scenic views (e.g., views of the bays, downtown Corpus Christi, etc.).

- 1.5 Prepare a Storm Drainage Master Plan which addresses issues such as watershed management and flood prevention, storm water conveyance, erosion and sedimentation, non-point pollution, etc.

Physical Form of the City

Goal 2: To provide opportunities for coordinated, well-planned growth and development which is consistent with the adopted Comprehensive Plan and with stated community objectives for a livable community.

Objectives:

- 2.1 Maintain a continuous and coordinated planning process that involves citizens, stakeholders, City Council, civic boards/commissions, City departments, and other public and private entities in policy development and decision-making.
- 2.2 Provide for the efficient use of land, coordinated with the provision of essential public infrastructure and facilities.
- 2.3 Utilize the Comprehensive Plan and the Future Land Use Plan in daily decision making regarding zoning, land use and development proposals.
- 2.4 Determine appropriate locations for future residential and nonresidential development, while considering existing neighborhoods and natural features.
- 2.5 Physically separate, or create transitions/buffer areas between, conflicting or incompatible land uses.
- 2.6 Continue cooperative efforts with the Gregory-Portland Independent School District in planning for the ultimate build-out population of the City with respect to educational needs.
- 2.7 Develop clear development standards and simplify the development review process where possible.

Goal 3: Preserve the existing character of the City, and encourage the development of high quality residential neighborhoods that promote public health, safety and welfare and that meet the diverse housing market needs of the community.

Objectives:

- 3.1 Develop and maintain density and locational criteria for new single-family residential uses within the City which recognize the potential effects on land use compatibility, traffic generation, noise levels and aesthetics. Identify some areas appropriate for multi-family uses that will result in approximately the same future percentage as exists today in Portland.
- 3.2 Identify areas for residential developments on the Future Land Use Plan that are appropriate for a variety of residential densities (e.g., low, medium, high), and that will meet the diverse housing/social needs of a full-life cycle community and the desired standard of living for Portland's existing and future population.
- 3.3 Consider development of design guidelines for future single-family and/or multi-family developments to encourage provision of safe, attractive places for people to live, and to ensure that each new project makes a positive contribution to its neighbors and to the community.

- 3.4 Preserve and protect single-family neighborhoods from high traffic volumes, congestion and through traffic generated by commercial and high density residential areas by creating design guidelines for transition/buffer areas between these uses.
- 3.5 Reinforce the “neighborhood” concept in the design of new residential areas (e.g., connections between neighborhoods, pedestrian linkages to schools and parks, inclusive neighborhood design techniques, maximizing social interaction between neighbors, the provision of neighborhood-oriented shopping areas, etc.).
- 3.6 Provide for new or innovative planning concepts such as “New Urbanism” or mixed uses.
- 3.7 Examine ordinance requirements and revise or establish regulations to improve the community’s appearance, such as considering adopting a property maintenance code.

Goal 4: Provide an economic climate within the City that will encourage quality retail/commercial and industrial development that will meet the market and economic development needs of the community and which are environmentally sound.

Objectives:

- 4.1 Preserve the integrity and enhance the viability of existing retail areas which have made significant contributions to the well-being of the citizens of Portland.
- 4.2 Promote and maintain a commitment to long-range planning for retail/commercial and industrial land uses, and identify areas that are suitable for future retail, industrial and/or business park development within the City and its ETJ.
- 4.3 Encourage new retail/commercial and industrial development to occur so that it is complementary to and compatible with surrounding land uses.
- 4.4 Consider the development of design guidelines or regulations that promote attractive exteriors and site design for nonresidential structures, especially along major freeways (e.g., U.S. Highway 181) and other regional traffic arterials.
- 4.5 Encourage the future development of medical/health care facilities.
- 4.6 Develop and initiate policy(s) on mitigation and/or prevention of unfavorable environmental impacts of future industrial uses.
- 4.7 Develop a more proactive “clean-up” program for existing developed areas and review existing code enforcement to ensure adequacy.

Goal 5: Provide for the coordinated, orderly growth and physical expansion of the City.

Objectives:

- 5.1 Plan for continued growth and development which improves the City’s overall quality of life and economic viability, and which is compatible with the City’s natural features and existing residential neighborhoods.
- 5.2 Identify areas that are suitable for future annexation, and establish policies for the timely extension of public facilities (e.g., infrastructure) to serve those areas as they are added to the City’s corporate limits.
- 5.3 Continue cooperative efforts with the Gregory-Portland Independent School District in planning for adequate school facilities to serve the educational needs of the City’s growing population.
- 5.4 Continue working with nearby colleges, universities and institutes to create more opportunities for higher (e.g., college level) education and for the vocational enrichment of Portland’s residents and work force.
- 5.5 Periodically update the Future Land Use Plan map to reflect the community’s current desires and to incorporate the ETJ area.

- 5.6 Create an overlay or special zoning district along the Highway 181 corridor to ensure desirable uses and site/building design.
- 5.7 Identify an area appropriate for use as an industrial park offering support services to the port, such as product fabrication or warehouse storage.
- 5.8 Evaluate the City's existing development regulations and procedures for appropriateness and ease of use.
- 5.9 Encourage infill development in existing neighborhoods.

Goal 6: Encourage and positively influence the development of existing vacant properties within the City of Portland, especially within the original town site area.

Objectives:

- 6.1 Explore various alternatives and programs for infill development within the City's original town site area and other redeveloping areas.
- 6.2 Maintain new programs and/or ordinances, as well as enhance existing ones, related to the enforcement of City codes which are intended to protect the public health, safety and welfare and to keep the community attractive (e.g., removal of hazardous/unsightly structures and junk, mowing high grass and weeds, litter control, etc.).
- 6.3 Develop a list of acceptable land uses and development standards for the Olde Town area. (Landscape – screening, etc.)

Transportation and the Thoroughfare Network

Goal 7: Provide a balanced transportation system that will effectively serve the existing and projected travel needs of the community in a safe, expeditious, economical and environmentally sensitive manner.

Objectives:

- 7.1 Maintain a continuous, coordinated transportation planning process which addresses long-term needs while emphasizing short-term problem solving.
- 7.2 Define "adequacy" standards (i.e., acceptable levels of service) for the transportation system.
- 7.3 Plan the thoroughfare system such that roadways have sufficient capacity for anticipated traffic volumes generated by future development densities and land uses (e.g., traffic impact analysis for larger projects, etc.).
- 7.4 Promote compatibility between roadway alignments/improvements and land use patterns, community character, and the environment.
- 7.5 Require dedication of street rights-of-way in conformance with the adopted Comprehensive Plan and Thoroughfare Plan.
- 7.6 Provide direct access to each residential lot within the City with a permanent, publicly dedicated right-of-way.
- 7.7 Minimize disruption of residential areas by minimizing traffic volumes and by planning for the efficient dispersion of traffic from neighborhoods.
- 7.8 Develop a unifying landscaping "theme" or other visual concept for the consistent treatment of appropriate thoroughfare rights-of-way and/or medians, especially along major traffic arterials and within the original town site area.
- 7.9 Continue the City's efforts in reconstructing and/or improving existing streets.

- 7.10 Evaluate the current development standards for applicability in Portland's present economic climate.
- 7.11 Address traffic flow issues at school sites and throughout the City.

Goal 8: Encourage the organization and development of land uses in a manner that facilitates an efficient and cost-effective transportation system.

Objectives:

- 8.1 Promote both on-site and off-site transportation efficiency in new development proposals.
- 8.2 Include transportation system considerations in the development review process for the planning and alignment of future roadways, and to promote safe, efficient on- and off-site access and vehicular circulation.

Goal 9: Recognize the impact and importance of the regional transportation system upon the community, and maintain improved coordination with various entities involved in planning/improving the system.

Objectives:

- 9.1 Support regional and inter-jurisdictional transportation needs and initiatives.
- 9.2 Continue regular dialog and coordination with the Coastal Bend Council of Governments (CBCOG), the Texas Department of Transportation (TxDOT), and with other area cities on thoroughfare planning issues.

Public Facilities and Services

Goal 10: Ensure that public services and facilities (e.g., police and fire protection, emergency medical services, library services, administrative facilities, utilities and sanitation, etc.) will adequately serve the needs of residents and businesses within Portland.

Objectives:

- 10.1 Define standards for adequate response/service levels for public services and facilities:
 1. Fire protection and emergency medical services
 2. Police protection/civil defense
 3. City governance and administration
 4. Educational enrichment (including library services and vocational opportunities)
 5. Cultural growth
 6. Health care
 7. Recreational opportunities
 8. Community (public) assembly
 9. Utilities/infrastructure and solid waste management
- 10.2 Develop a coordinated public facilities plan which addresses future community service needs, and which provides guidelines for the timing and construction of facilities, based on the facility assessment currently in progress (2012).
- 10.3 Provide public services and facilities for all residents and businesses in the most efficient, equitable and fiscally responsible manner possible.
- 10.4 Use the Future Land Use Plan and future land use projections to help plan where public service/administrative facilities will be needed.

- 10.5 Ensure that public utility and infrastructure systems (e.g., water supply/distribution, wastewater collection/treatment, storm drainage, etc.) will adequately serve the health, safety and general welfare of residents and businesses within Portland in a fiscally responsible manner.
- 10.6 Encourage the commitment to maintain, improve and upgrade existing water and wastewater systems, and to promote informed citizen involvement on utility-related issues.
- 10.7 Utilize recycling and other solid waste management techniques which are financially feasible and environmentally responsible.

Goal 11: Public facilities should provide a sense of community identity both functionally and aesthetically.

Objectives:

- 11.1 Provide adequate office/administrative space for the regular business conducted by City government.
- 11.2 Investigate the feasibility of requiring underground utilities to prevent storm damage and improve aesthetics.

Goal 12: Promote and encourage a spirit of cooperation between taxing entities to provide all necessary public facilities and services while minimizing duplication.

Objectives:

- 12.1 Wherever possible, co-locate public facilities with other municipal facilities or with those of other quasi-governmental jurisdictions (e.g., School District, etc.).

Fiscal Responsibility

Goal 13: Ensure that future community facility and service needs are met through sound long-range and fiscal planning.

Objectives:

- 13.1 Utilize recommendations contained within the Comprehensive Plan to assist in decision-making on short- and long-range capital improvement projects (e.g., streets, water, sanitary sewer, storm water management, purchase of major equipment, construction of public facilities, etc.).
- 13.2 Ensure that City staffing, real property acquisitions, infrastructure improvements, and facility construction/maintenance are based upon priorities set forth in the Comprehensive Plan and upon fiscal practicality.
- 13.3 Strive for a fiscal balance of land uses which will create a positive impact upon the City's budget.
- 13.4 Preserve the integrity of existing property values, and help to ensure the future economic stability of the community by encouraging the attraction of new nonresidential land uses to help support and subsidize the overall tax base.
- 13.5 Ensure that existing infrastructure is maintained through appropriate reporting of maintenance needs and allocation of CIP funding.
- 13.6 Develop a strategy to leverage new businesses in Portland to support the proposed La Quinta container distribution facility.

Community Livability and Character

Goal 14: Be a “full life-cycle” community.

Objectives:

- 14.1 Provide housing and residential facilities for people to live their entire life span within Portland, if they so desire.
- 14.2 Ensure the provision of a variety of housing types that will meet the needs of all age, physical acuity, household size, and economic groups.
- 14.3 Encourage home ownership and long-term residency.
- 14.4 Where possible, protect and retain the City’s existing stock of affordable housing.
- 14.5 Provide for the social, recreational and health care needs of elderly persons and for other “special needs” population groups.

Goal 15: Promote a more livable city and high quality of life through good urban design practices and through a proactive approach to how the City looks.

Objectives:

- 15.1 Use the development review process to evaluate private projects and to ensure positive contributions to the community’s image and quality of life initiatives.

Goal 16: The residents (and visitors) of Portland should feel safe from crime, injury and other physical and psychological harm.

Objectives:

- 16.1 Provide adequate police and fire protection, and encourage the design of safe neighborhoods.
- 16.2 Provide adequate lighting and visibility to enhance safety in public places.
- 16.3 Provide for special needs of the physically challenged through careful design of public places and facilities.
- 16.4 Encourage the use of Crime Prevention Through Environmental Design (CPTED) principles in site design.

Goal 17: Provide a comprehensive system of parks, recreational facilities, and open space that is compatible with the environment and conducive to high quality residential neighborhoods.

Objectives:

- 17.1 Maintain a Park and Recreation Plan that meets a variety of needs at the neighborhood level as well as for the City as a whole.
- 17.2 Utilize existing park and open space resources (e.g., Sunset Lake) for their highest and best uses.
- 17.3 Encourage park and open space dedication during the development review process.
- 17.4 Coordinate the Park plan with a beach access plan.
- 17.5 Develop an area where citizens can view and access Sunset Lake, including a bike trail and park system that connects to all parts of the City.
- 17.6 Expand the hike-and-bike system at Dunes Park.
- 17.7 Develop a recreational area at Indian Point Pier.
- 17.8 Plan for additional active recreation areas within selected parks.

- 17.9 Develop a park CIP for trees and shade facilities in existing and new parks.

Goal 18: Create pedestrian and bicycle linkages (connections) between residential neighborhoods, parks/linear greenbelts, schools, public administrative facilities, and other activity centers, wherever physically and financially possible.

Objectives:

- 18.1 Utilize hike/bike trails, wherever possible, to connect residential areas with schools and parks.
- 18.2 Encourage the provision of pedestrian and/or bicycle pathways within large private developments.
- 18.3 Provide a trail connection between Sunset Lake and Violet Andrews Park.

Thoroughfares 3

A community's roadway network is one of the most visible and permanent elements of a city. This plan establishes the framework for community growth and development.

Introduction

One of the most important aspects of a city's urban structure is the efficient movement of people and goods. An essential tool a city can use to accomplish this goal is a comprehensive, carefully conceived thoroughfare plan which shows the existing roadway network as well as future thoroughfares that will be needed to ensure efficient movement of traffic within and through the community. The City of Portland's Thoroughfare Plan is designed and intended to provide an efficient, structured framework for the smooth flow of traffic that will result from future growth and development. It also ensures that existing traffic movement can be accommodated by improving certain aspects of the system. The Thoroughfare Plan is an overall guide that will enable individual developments and roadways within the City to be coordinated into an integrated, unified transportation system. The Plan encourages the creation of neighborhoods with a minimal amount of through traffic, while providing high capacities for routes that are intended to move both regional and local traffic throughout the community. The Thoroughfare Plan (see **Figure 23. Thoroughfare Plan**, later within this element) specifies roadway routes or alignments, pavement and right-of-way configurations (cross-sections), and other recommendations based upon the projected future traffic needs of Portland.

It is essential that a comprehensive thoroughfare system be developed for Portland that is capable of accommodating the expanding vehicular traffic volumes which future growth will create, and also provide convenient access to major traffic generators.

The Thoroughfare Plan also considers multi-modal transportation options, such as bicycles and pedestrians. Bicycle and pedestrian travel will be accommodated and encouraged by the hike and bike trail system proposed within the Parks, Recreation, & Open Space Master Plan. It is the intention of the Thoroughfare Plan to provide safe and enjoyable circulation for vehicles, bicyclists and pedestrians alike.

The Thoroughfare Plan creates a comprehensive approach by which the various departments and agencies responsible for thoroughfare development can coordinate their individual efforts. Examples of these agencies include the Corpus Christi Metropolitan Planning Organization (MPO) and its Metropolitan Transportation Plan (MTP)_2010-2035, Texas Department of Transportation (TxDOT), San Patricio and Nueces Counties, and the City of Portland. The standards and criteria contained within this element are intended to ensure consistent design practices in new roadway development or the redevelopment of certain roadways, as may be appropriate. This element was prepared by analyzing the existing system of thoroughfares, and proposing changes and recommendations for future thoroughfares based upon goals and objectives formulated during the comprehensive planning process.

Regional Traffic Circulation System

As mentioned within the Baseline Analysis component, several regional traffic arteries provide excellent access to Portland. U.S. Highway 181 connects Portland with the cities of Beeville, Sinton, Gregory, Ingleside/Port Aransas (via State Highway 361), and Corpus Christi. Portland benefits from U.S. Highway 181 in that it is not necessary to travel on the freeway to move about the City, yet the regional traffic helps to support retail and other adjacent uses. FM 893 provides a secondary route to Taft and Odem. Although not a direct route to these cities, FM 893 is still important as a regional artery since it also provides a secondary route to Interstate Highway 37 which goes north to San Antonio.

Regional Traffic Volumes

The daily (24-hour) volume of traffic which moves along the major roadway network within and around Portland can provide important insight into the flow and direction of traffic, as well as the

general growth of the area. In 1996, the average daily traffic volume on U.S. Highway 181 at a point just south of Moore Avenue was 40,000 vehicles per day. This count is comparable to traffic volumes/counts on Interstate Highway 37 in Corpus Christi (55,000 vehicles per day at some locations). The significance of this count is that Portland is clearly capturing a significant portion of regional traffic within the vicinity, at least on its primary freeway facility.

Local Traffic Circulation System

Much of Portland's retail and commercial service uses are along, or in close proximity to, U.S. Highway 181. Several other streets are used primarily for local traffic distribution such as Moore Avenue, Broadway Boulevard, Wildcat Drive, Memorial Parkway, Lang Drive and FM 3239 (Buddy Ganem Drive). Most of the local traffic patterns are created by the following traffic generators:

- Gregory-Portland Senior High School
- Junior (Middle) High School
- Elementary and primary schools
- Municipal Complex
- North Shore Country Club
- Shopping and business areas along U.S. Highway 181
- Bridge Point

Most of these traffic generators are located on or close to major thoroughfares, and experience very little congestion during peak traffic times. The existing street system is shown on **Figure 23. Thoroughfare Plan**, later within this element.

Problems and Deficiencies

Relatively few major problems or deficiencies presently exist on roadways within Portland today, recent improvements to U.S. Highway 181 have relieved congestion at all grade-separated crossings (e.g., Moore Avenue). Few intersections experience periods of congestion at peak travel times. To help prevent congestion, the City should consider the adoption of access controls which would be applicable to properties fronting onto U.S. Highway 181 and other major thoroughfares. Adoption of these controls would likely facilitate traffic movement and flow, and would likely help to maximize the efficiency of major roadways as future development occurs; however this type of access control would require coordination with and approval from TxDOT.

Thoroughfare Standards and Functional Classification System

To prevent functional obsolescence of the transportation facilities, a hierarchical system which defines the role of each major thoroughfare needs to be established. This system, called a functional classification system, in turn translates into physical design features concerning thoroughfare cross-sections, pavement standards, pavement widths, and access management. The Thoroughfare Plan for the City of Portland is based upon this system. These functional classifications are intended to reflect the role or function of each roadway within the overall thoroughfare system (see **Table 18. Roadway Functional Classifications and General Planning Guidelines**).

This commonly used functional classification system consists of a hierarchy of streets that range from those which provide for traffic movement to those whose function is access to adjacent properties. Figure 15. Functional Roadway Classification helps to depict the functional street classification system, or hierarchy, for Portland. Mobility refers to the accessibility of adjacent properties from a particular street or thoroughfare. As the illustration indicates, local streets provide the most access to the adjacent properties, but function very poorly in mobility. Principal arterials or major thoroughfares function very well mobility-wise but, because of speeds and volumes, they serve very poorly as access to adjacent roads and properties. With this in mind, streets which carry a higher volume of traffic, such as major thoroughfares, should have a limited number of intersections and curb cuts (driveway openings) so traffic movement will not be impeded. Collectors are intended to collect and distribute traffic between the arterial system and individual land uses within the area. Arterial or major thoroughfares carry longer trips and should, therefore, form continuous links to carry traffic through, as well as to, areas. Collectors supplement the arterial system and should not be continuous for long distances.

Neighborhoods should be developed between arterials and major collector streets so that traffic is routed around, not through, these areas. Sidewalks should be included within the rights-of-way of all public streets. Minor collectors should penetrate the neighborhoods to collect and distribute traffic, but not provide convenient cut-through routes. Land use planning efforts should attempt to encourage compatible land uses adjacent to streets. Commercial activities should be developed in such a manner that the primary mobility function of arterial or major thoroughfares is not compromised due to poor access management. Wherever concentrations of traffic occur on collector streets, consideration should be given to prohibit houses to front on these types of streets or thoroughfares. Good subdivision design can allow ample lot yield while orienting houses to local streets and not collectors.

Table 18. Roadway Functional Classifications and General Planning Guidelines

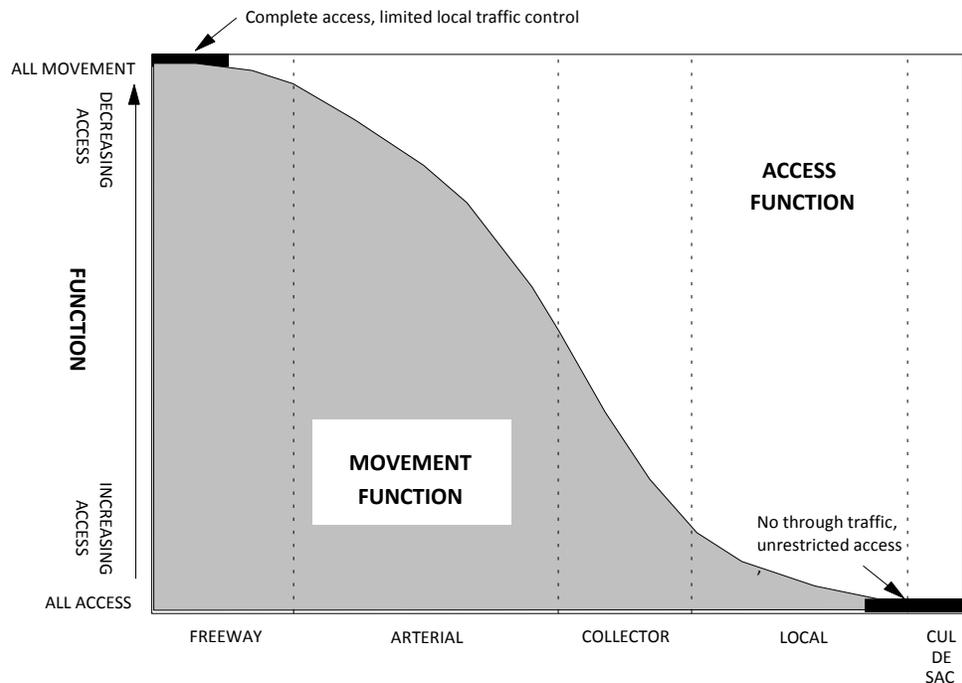
Classifications	Function	Continuity	Approximate Spacing	Direct Land Access	Minimum Roadway Intersection Spacing	Speed Limit	Parking	Comments
Freeway and Expressway (e.g., U.S. Highway 181)	Traffic movement	Continuous	4 miles	None	1 mile	45 to 60 mph (Highway) 40 to 55 mph (Frontage)	Prohibited	Supplements capacity and arterial street system, and provides high-speed mobility.
Arterial or Major Thoroughfare (e.g., Wildcat Drive)	Moderate distance inter-community traffic movement. Minor function – Land access should primarily be at intersections.	Continuous	1/2 to 1 1/2 ¹ miles	Restricted – Some movements may be prohibited; Number and spacing of driveways controlled. May be limited to major generations on regional routes.	1/8 mile 1/4 mile on regional route	35 to 45 mph	Prohibited	“Backbone” of the street system.
Collector (e.g., North Shore Drive)	Primary – Collect/distribute traffic between local streets and arterial system (C-4). Secondary – Land access (C-2). Tertiary – Inter-neighborhood traffic movement.	Not necessarily continuous; May not extend across arterials.	1/4 to 1/2 ² mile	Safety controls; Limited regulation. Residential access permitted ³ ; Commercial access allowed with shared driveways.	300 feet	30 mph	Limited	Through-traffic should be discouraged.
Local	Land access Sidewalks	None	As needed	Safety controls only	300 feet	30 mph	Permitted	Through-traffic should be discouraged.

¹ Spacing determination should also include consideration of (travel projections within the area or corridor based upon) ultimate anticipated development.

² Denser spacing needed for commercial and high density residential districts.

³ Residential lots may front or side onto a C-2 collector. Residential lots may also front or side onto a C-4 collector, but it is recommended that lots side onto this type of roadway, wherever possible.

Figure 15. Functional Roadway Classification



The City street system should consist of arterials (major thoroughfares), collectors and local streets. Freeways and highways are normally under the jurisdiction of the Texas Department of Transportation (TxDOT). U.S. Highway 181 is an example of a State-supported highway.

Application of a functional classification system and design principles can help produce an optimized traffic circulation system. Major advantages include preservation of residential neighborhoods, long-term stability of land use patterns, increased values of commercial properties, fewer traffic accidents, and a decreased portion of urban land devoted to streets. **Table 18. Roadway Functional Classifications and General Planning Guidelines** describes the most important characteristics of functional classifications. The arterial classification includes major arterials and major secondary thoroughfares. The collector classification system includes minor and major collector streets.

The following recommended cross-sections have been developed to reduce the chance of obsolescence of Portland's thoroughfare system. The following sections outline the various standards of streets and thoroughfare cross-sections appropriate for Portland.

Freeways

Freeways are high capacity highways in which direct access from adjacent properties is eliminated or significantly reduced, and where ingress and egress to the traffic lanes is controlled by widely spaced access ramps and interchanges. Access may be provided where separate frontage roads exist, but only to the frontage roads. U.S. Highway 181 is an example of a freeway with access to frontage roads. These roadways are funded primarily through the Federal Highway Administration and administered through TxDOT.

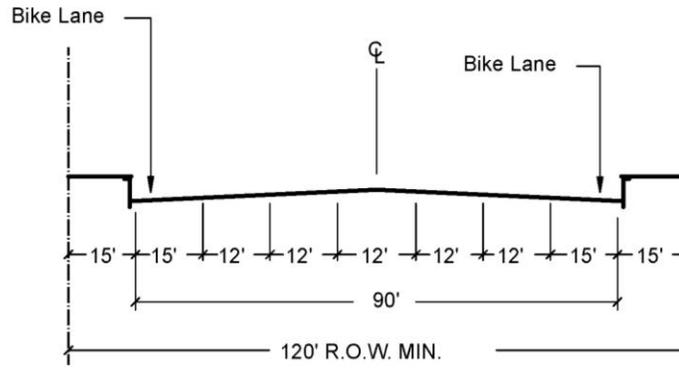
Major Thoroughfares or Arterials

The primary urban traffic carrying system is made up of principal arterials or major thoroughfares. The primary function of major thoroughfares is to provide for continuity and high traffic volume movement between major activity centers (neighborhoods, commercial centers, etc.). These thoroughfares are usually spaced at approximately one-mile intervals unless terrain or other barriers create a need for major deviation. The minimum major thoroughfare cross-section contains four moving lanes, two in each direction. Right-of-way requirements for major thoroughfares typically range from 100 to 120 feet. Often, four lanes are constructed within the full right-of-way, leaving a wider median than for a six-lane thoroughfare. This concept allows for an interim solution until traffic volumes warrant the construction of the additional two inside lanes. Since these thoroughfares will carry high traffic volumes (20,000 to 40,000 vehicles per day), it is essential that they have continuous and direct alignment and that they interconnect with freeways. For the same reasons, access from adjacent property should be minimized where possible. This can be accomplished by limiting the number and location of driveways or curb cuts that access this thoroughfare type. Also, principal arterials are often divided, since it is important to provide left turn lanes with adequate stacking that are separate from the normal traffic lanes. Divided arterials with medians also offer opportunities for landscaping and other aesthetic treatments.

Type "A6" Principal Arterial

A Type "A6" principal thoroughfare or arterial (see **Figure 16.**) provides up to three lanes in either direction with a center median. The median can be painted or the "lay down" type, which allows more flexibility in access for emergency vehicles. The proposed expansion of FM 3239 (Buddy Ganem) is the only thoroughfare recommended as Type "A6" at this time.

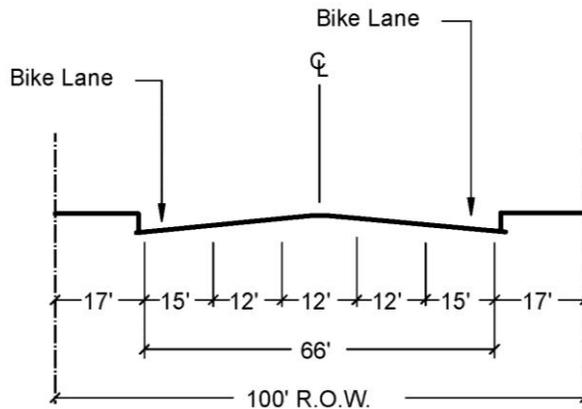
Figure 16. Type "A6" Principal Arterial



Type "A5" Secondary Arterial/Thoroughfare

The Type "A5" secondary thoroughfare is designed to utilize 100 feet of right-of-way. Two 27-foot roadway surfaces are separated by a 12-foot painted median. The additional right-of-way width allows for wider parkways along the sides of the roadway, and helps to buffer adjacent properties. **Figure 17.** shows the cross-section for Type "A5" roadways.

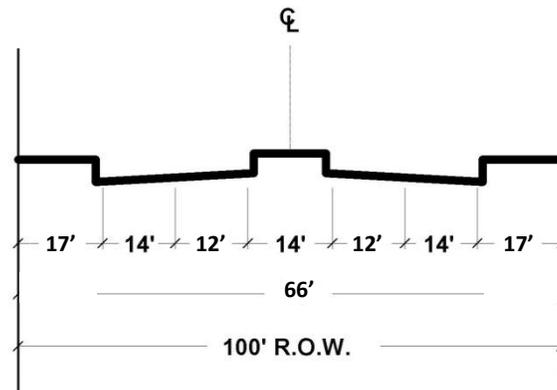
Figure 17. Type "A5" Secondary Arterial



Type "A4" Secondary Arterial

Where traffic volumes are expected to be more moderate (less than 20,000 to 25,000 vehicles per day), it should be possible to use a four-lane, divided thoroughfare indicated as Type "A4". This thoroughfare has 26-foot wide pavement sections and a 14-foot wide median that can either be raised or painted to serve as a dual (flush) left-turn lane. The Type "A4" standard may also be utilized for divided secondary thoroughfare or major collector streets that may be appropriate for a specific area with special parkway and landscape treatments. **Figure 18. Type "A4" Secondary Arterial** shows the cross-section for Type "A4" secondary arterials.

Figure 18. Type "A4" Secondary Arterial



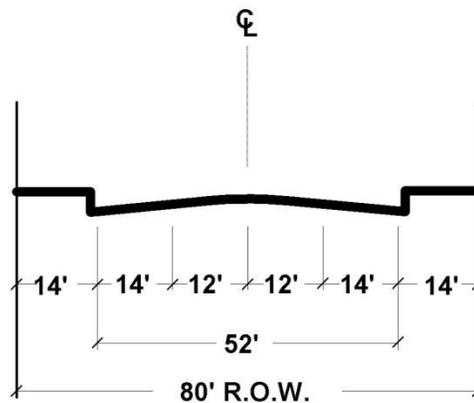
Collector Streets

A collector street's primary function is to collect and distribute traffic from local access streets, as in residential neighborhoods, to a major arterial or the major street system. Collector streets can be located in a manner which discourages through traffic movements. To discourage such movements, these traffic-collecting streets are typically disrupted at some point by offsetting intersections or by incorporating curvilinear design. The collector street may also be used as a local street internal to industrial areas or adjacent to multiple-family areas, as well as an access route to elementary schools and neighborhood playgrounds. For these types of developments, 60 to 80 feet is the minimum right-of-way requirement with a minimum pavement width of 40 to 46 feet. The minimum right-of-way requirement for collectors within a typical residential neighborhood setting is 60 feet, which will generally accommodate two moving lanes of traffic plus any on-street parking.

Type "C4" Principal Collector

Type "C4" principal collector streets are low to moderate volume facilities whose primary purpose is to collect traffic from smaller streets within an area and to convey it to the nearest principal or secondary arterial. The average daily traffic volumes for these types of streets should not exceed 10,000 to 15,000 trips per day. The Type "C4" principal collector street provides for 80 feet of right-of-way with 52 feet of paving. This standard may be used as a traffic collection facility within industrial or commercial areas. **Figure 19. Type "C4" Principal Collector (without Median)** shows the cross-section for Type "C4" principal collectors.

Figure 19. Type "C4" Principal Collector (without Median)

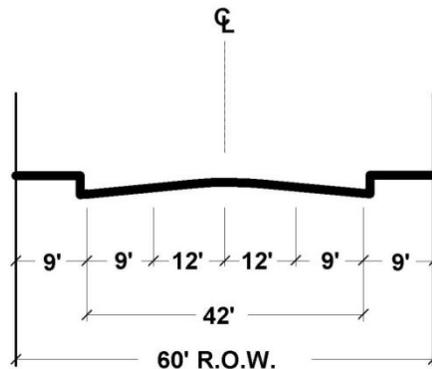


Type "C2" Secondary Collector Street

Type "C2" secondary collector streets are low to moderate volume facilities whose primary purpose is to collect traffic from residential streets and to transport it to the nearest principal or secondary arterial. The Type "C2" standard generally provides for two moving lanes of traffic and on-street parking on approximately 42 feet of pavement, with 60 feet of right-of-way. In general, secondary collector streets should be shorter than one mile in length, and are expected to collect moderate volumes (less than 5,000 vehicles per day) of traffic from the internal neighborhood and convey it to a principal or secondary thoroughfare on the neighborhood

periphery. As with the Type "C4" collector, the Type "C2" collector street may also be used as a "local" street within industrial or commercial areas. Where heavy turning movements can be expected at intersections with principal or secondary arterials, the right-of-way width could be flared at intersections (and then transitioned back down to the normal width) to provide for a short length of greater pavement width to accommodate higher traffic volumes and/or larger vehicles through the intersection. **Figure 20. Type "C2" Secondary Collector** shows the cross-section for Type "C2" secondary collectors.

Figure 20. Type "C2" Secondary Collector



Minor Residential Street (Type "R-1")

The internal streets within a neighborhood which provide access to residential lots and building sites should be arranged to discourage most through traffic, except that which is directly related to the area. The alignment of minor residential streets should be either of a curvilinear, discontinuous, looped, cul-de-sac or court configuration. Because only limited traffic is attracted to the minor residential streets, they may have more narrow rights-of-way and pavement widths than other types of streets. The usual paving width of a residential street in Portland is 36 feet, and the right-of-way requirements are usually 60 feet of right-of-way. Residential streets are usually designed to accommodate approximately 500 vehicles per day.

Collectors and Arterials with Bicycle Lanes/Routes

Certain roadways have been designated to include extra pavement and/or right-of-way width to accommodate bicycle lanes/routes. Since Portland has relatively few natural drainage or creek areas that could be used for an off-street trail system, it becomes necessary to utilize roadway rights-of-way in order to create a bike trail system that connects various areas of the community. In many areas, the use of street pavement and/or right-of-way for bicycle transportation purposes will be possible if the roadways are properly sized and designed. Cross-sections for exclusive (i.e., separated) bikeways, sidewalk bikeways, and bike lanes that are incorporated into the street pavement are shown in **Figure 22**. For collectors or arterials that are designated as part of the bicycle route system, extra right-of-way may be required to accommodate bike lanes.

Rural Residential Streets

The illustration below shows a conceptual street cross section for subdivisions with lots 20,000 square feet or larger (also see the Housing section for additional guidelines).

Figure 21. Type "RR" Rural Residential (no curb or gutter required)

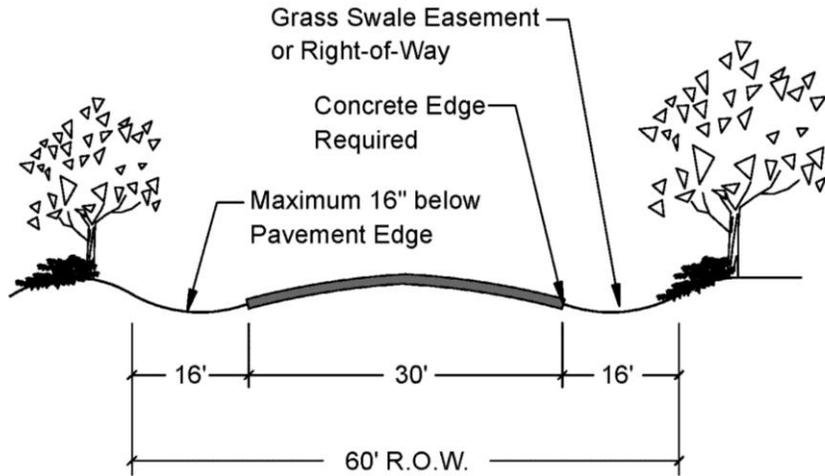
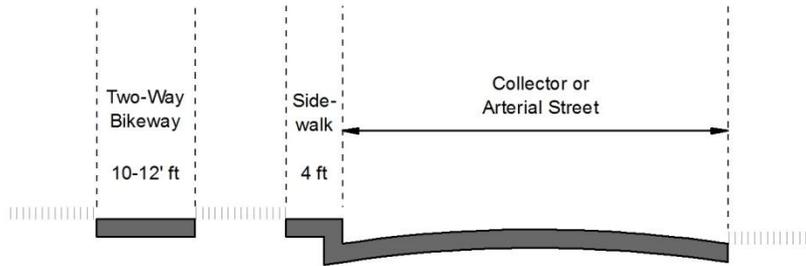
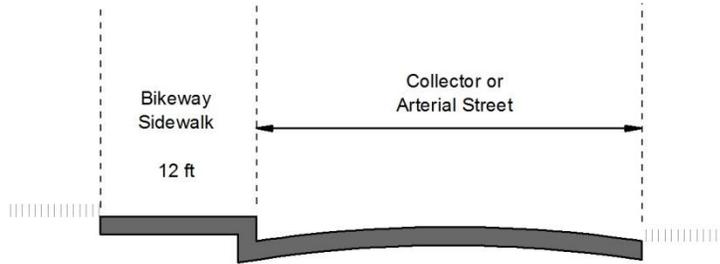


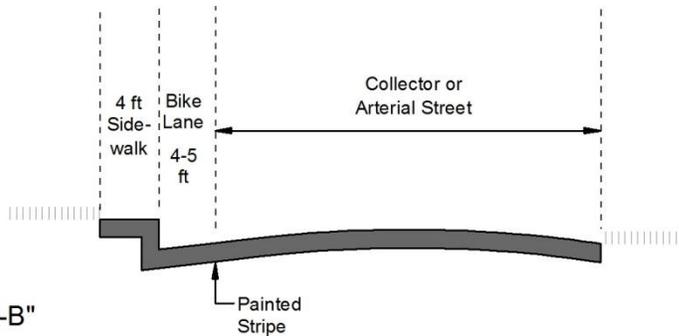
Figure 22. Bikeways/Bike Lanes along Roadways



"Class I"
Exclusive Bikeway



"Class II-A"
Sidewalk Bikeway
(separated by curb & grade change)



"Class II-B"
Bike Lane
(on same grade as roadway)

Traffic Capacities

Capacity is the measure of a street's ability to accommodate the traffic volume along the street. It is normally measured at signalized intersections where traffic flow is regulated and traffic congestion is present during peak (i.e., highest volume) periods of traffic flow. The ability of a signalized intersection to accommodate traffic is usually expressed in terms of level of service (LOS). Levels of service "A" through "F" are shown and defined on **Table 19. Level of Service for Signalized Intersections**. Level of service "C" is generally the recommended level of service for design purposes.

Table 19. Level of Service for Signalized Intersections

Level of Service	Description	Stopped Delay per Vehicle at Intersection (Seconds)	Example
A and B	Virtually no delays at intersection with smooth progression of traffic. Uncongested operations; all vehicles clear in a single signal cycle.	< 15.0	Residential or rural streets.
C	Moderate delays at intersections with satisfactory to good progression of traffic. Light congestion; occasional back-ups on critical approaches.	15.1 to 25.0	Urban thoroughfares at off-peak hours
D	Forty percent probability of delays of one cycle or more at every intersection. No progression of traffic movement from intersection with 90 percent probability of being stopped at every intersection experiencing "D" condition. Significant congestion on critical approaches, but intersection functional. Vehicles required to wait through more than one cycle during short peaks. No long standing lines formed.	25.1 to 40.0	Secondary CBD streets at peak hours (this is the design level of service for urban conditions).
E	Heavy condition. Delays of two or more cycles probable. No progression. One hundred percent probability of stopping at intersection. Limit of stable flow. Blockage of intersection may occur if traffic signal does not provide for protected turning movements.	40.1 to 60.0	Primary CBD streets at peak hours
F	Unstable flow. Heavy congestion. Traffic moves in forced flow condition. Three or more cycles to pass through intersection. Total breakdown with stop-and-go operation.	> 60.0	Downtown areas usually in larger cities at the A.M. or P.M. peak hours.

The Thoroughfare Plan

The purpose of the Thoroughfare Plan is to provide a long-range plan to assist in thoroughfare facility planning and the dedication of needed rights-of-way to implement such a plan. The recommended major Thoroughfare Plan is shown on **Figure 23. Thoroughfare Plan**. One of the benefits of the Thoroughfare Plan is the identification of streets upon which the City can concentrate resources for improvements and be assured that these monies are spent efficiently. The Thoroughfare Plan is designed to identify the location of collector and major arterials designed to carry higher levels of traffic.

Transportation planning in Portland has been affected by zoning, development activity, and the City's terrain features (i.e., small drainageways), soil conditions, and property ownership patterns which make it expensive to construct thoroughfares in certain locations. Therefore, the Thoroughfare Plan concentrates specifically on assuring that thoroughfare continuity can be improved as future development occurs.

Thoroughfare Planning Issues

The following four broad issues have been considered in developing policies for Portland's Thoroughfare Plan:

Maintaining an Adequate, Appropriate and Efficient Roadway Network

Increased population will increase traffic on Portland's roadways. A carefully planned network of streets can help maintain adequate circulation without sacrificing the community's development potential. The roadway network should include a hierarchy of streets, such as that shown previously in **Table 19. Level of Service for Signalized Intersections**, with each class of street being designed to serve an appropriate function. Standards for each class of street must balance the volume and speed of traffic, public safety, roadway construction and maintenance costs, as well as impacts upon adjacent development.

Coordinating Roadways and Adjacent Development

Land use and roadway planning are closely linked. Just as inappropriate land uses can dramatically reduce the effectiveness of adjacent roadways, poorly planned roadways can reduce the viability of adjacent land uses. By coordinating land use and roadway decisions, Portland can minimize future compatibility problems between roads and adjacent land uses.

Cost-Effective Infrastructure Investment

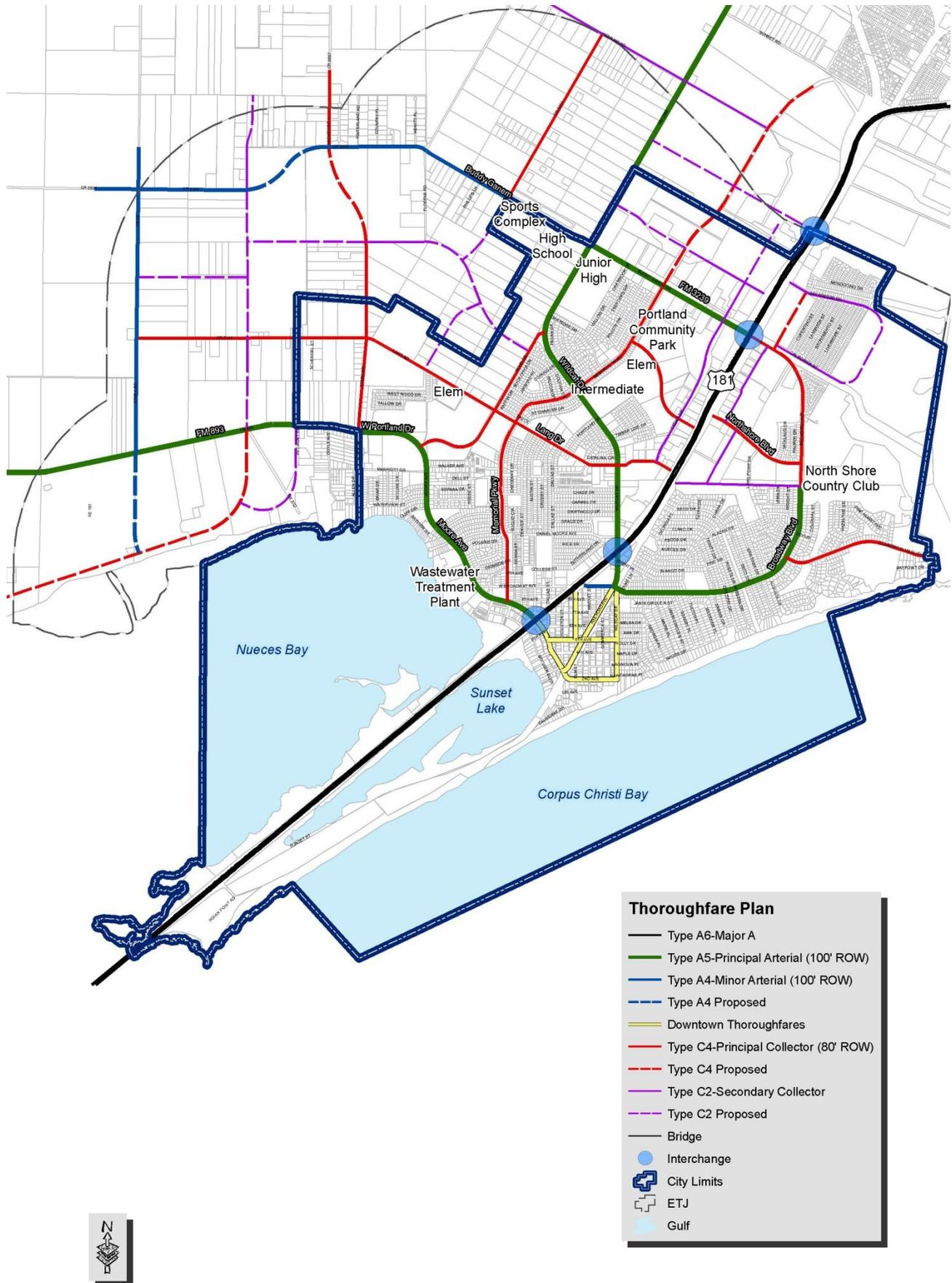
Building and maintaining an efficient street network requires significant investment of local resources. Careful planning is needed to ensure that Portland makes the most cost-effective investments in its street network. Funding based upon a Capital Improvements Plan (CIP) can ensure that the City addresses its highest priority roads first.

Network for Non-Automotive (Multi-Modal) Transportation

America's heavy reliance upon automobiles has led many communities to forget about or ignore other alternative modes of transportation. Through appropriate design and planning, Portland can develop a low-cost system of trails and paths that encourage residents to travel by foot, bicycle or even horseback through the community. Increased use of other modes of transportation would improve the health of Portland's residents, and would have a positive

impact upon the environment and community character. Recommendations for a trail system are included within the Parks, Recreation, & Open Space Master Plan.

Figure 23. Thoroughfare Plan



Thoroughfare Plan

- Type A6-Major A
- Type A5-Principal Arterial (100' ROW)
- Type A4-Minor Arterial (100' ROW)
- - - Type A4 Proposed
- Downtown Thoroughfares
- Type C4-Principal Collector (80' ROW)
- - - Type C4 Proposed
- Type C2-Secondary Collector
- - - Type C2 Proposed
- Bridge
- Interchange
- ⊕ City Limits
- ⊞ ETJ
- ⊞ Gulf

Thoroughfare System Recommendations

The following sections describe the major recommendations for Portland's thoroughfare system:

Extension of Buddy Ganem Drive

FM 3239 (Buddy Ganem Drive) should be extended to FM 893/1074. This extension would complete an "outer loop" type of traffic circulation pattern for Portland, essentially providing alternative access back to U.S. Highway 181 without traveling through existing neighborhoods. Another important reason to provide this extension is that it will facilitate development within the western portion of Portland's ETJ. After North Shore is fully developed, then this will be the only area for Portland to expand its residential base.

Extension of Memorial Parkway

Memorial Parkway should be extended north from its current terminus at Buddy Ganem Drive toward the City of Gregory. This extension will provide additional circulation and access for the future industrial developments in this area.

Collector Streets Parallel to U.S. Highway 181

Continued development along U.S. Highway 181 will be very important to Portland. To help ensure that this development is of the highest possible quality, adequate access should be provided. The one-way frontage roads represent one means of providing access to potential development sites within this corridor, but additional access is needed to facilitate development of parcels other than those having direct frontage onto the freeway. Cedar Drive is an existing example of the type of roads that should be constructed in the future. Therefore, Type "C2" collector streets are recommended parallel to U.S. Highway 181 from Lang Road to FM 3239 west of the freeway, and to the City's corporate limits east of the freeway. The alignment of these collectors and their distance from U.S. Highway 181 should be such that they are close enough to the freeway to provide convenient access and traffic circulation, but also far enough away from the freeway to ensure that development parcels are deep enough for proper site design. For example, if the collectors are too close to U.S. Highway 181, parcels would be too shallow to ensure that buildings front onto both the freeway and the paralleling collector street. If buildings must face either one way or the other, then the rear/service portions of the structures would probably be visible from a major roadway. This scenario would detract from the overall "view from the road" and may also contribute to confusing, disjointed land use patterns within the corridor.

Proposed Bayside Drive

The proposed alignment of Bayside Drive would be an opportunity for developers along the bay. Eventually, due to terrain constraints, it would curve back to the north. The significance of this roadway is the public access (for both scenic and open space purposes) it would provide along Nueces Bay. This area has the potential to become one of the premier future residential areas within Portland. The view over Nueces Bay is a valued amenity that could be capitalized upon by providing access to this area.

Proposed Connector

The proposed east-west roadway connecting FM 2986 and U.S. Highway 181 (north of Buddy Ganem) and the highway interchange will be assets for Portland and improve connectivity and ease of access to the expanding industrial developments and the La Quinta Trade Gateway.



Thoroughfare and Neighborhood Relationship

The importance of the major thoroughfare system is providing the skeletal framework within which logical residential neighborhood areas can be developed, as has been previously mentioned. A "neighborhood" usually results from the assembly of a series of subdivisions into a logical, functional unit. The major thoroughfares shown previously on **Figure 23. Thoroughfare Plan** have been designed to allow for the formulation of residential areas. A neighborhood playground, and sometimes an elementary school, is normally located near the center of the neighborhood area, and should be made accessible from all parts of the neighborhood by a system of collector streets and minor thoroughfares. **Figure 39. Typical Residential Neighborhood Layout** shows this concept. The internal neighborhood streets should be arranged to be discontinuous and curvilinear, and thereby discourage through traffic movements. When retail service to neighborhood areas is appropriate, such service should be located at the edge of the neighborhood, preferably at the intersection of major thoroughfares. Likewise, churches, when an integral part of the neighborhood, should be located on major thoroughfares or near the intersection of major thoroughfares. Both the shopping center and the church will serve a larger area than the immediate neighborhood, and both involve periods of heavy traffic and parking concentrations which, unless properly handled, can adversely affect the adjacent residential areas.

The basic major thoroughfare system shown on **Figure 23. Thoroughfare Plan** should be considered as the structuring framework for future neighborhoods within Portland, and also the framework for redevelopment and rehabilitation of existing areas such as the Olde Town Site (see discussion on the Olde Town Site within the Future Land Use element). The preponderance of vehicular traffic movement within the community should be concentrated upon the major thoroughfare system, while the internal street system should have only very light vehicular traffic when it is related to local access of property and homes. Through careful preplanning of neighborhood areas and with developer cooperation, it may be possible to achieve the basic major and secondary thoroughfare system arrangement recommended by the Thoroughfare Plan for Portland.

To achieve the thoroughfare system envisioned by the Plan, it will require the cooperation of all levels of government responsible for highway and thoroughfare development as well as that of private developers. The significant thoroughfare facilities (State roads) provided in and near Portland have resulted mainly by the combined efforts of City, County, State and Federal agencies. Continued local City efforts will be necessary to finance future thoroughfare development and, in some cases, require widening of rights-of-way at the time of subdivision platting and development. State laws now affect developer participation for off-site facilities such as roadways, and the City should seriously consider re-evaluating roadway construction participation policies in the near future.

Transportation Planning Policies

The following sections describe the recommended policies to guide Portland's transportation planning efforts:

- **Figure 23. Thoroughfare Plan** shows the proposed major Thoroughfare Plan for the City of Portland. It shows the location of existing or planned roadways other than local streets. The City should use this Plan to determine the classification of planned roadway segments. Additional collector streets may be needed to serve traffic within new developments. The alignment and capacity of these streets should be determined as part of any action on a preliminary plat, final plat, or zoning case. The City's construction standards, design guidelines, and subdivision regulations provide detailed standards for roadway design and construction.
- **Table 18. Roadway Functional Classifications and General Planning Guidelines** establishes general planning guidelines for roadways within Portland, including the function of each type and key design characteristics. The City should use this table in conjunction with design guidelines established within the Community Image element of the Comprehensive Plan and with detailed specifications found in the Subdivision Ordinance to determine the appropriate design standards for planned roadway improvements.
- The City should seek to maintain a minimum level of service (LOS) standard of "C" as described in **Table 19. Level of Service for Signalized Intersections**. This standard should be used in reviewing the transportation needs of development proposals.
- The City should develop a five- and ten-year Capital Improvements Program (CIP) for use in establishing funding priorities and schedules for non-State funded construction and for operation and maintenance of its transportation facilities, as identified within this element.
- The City should prioritize, phase and schedule transportation system improvements in accordance with the Comprehensive Plan and the ability of the City to fund such improvements.
- On-site local and collector streets that are constructed by developers must be in accordance with City regulations. The City may also require construction of off-site streets or street improvements needed to provide adequate access to the development. This policy should be implemented through specific provisions of the City's Subdivision and Zoning Ordinances.
- Portland should coordinate with TxDOT, Coastal Bend Council of Governments (CBCOG), MPO, and other local jurisdictions, such as Corpus Christi and Gregory, when planning transportation improvements.
- The City should design streets in a comprehensive fashion considering street trees, ADA-accessible pedestrian walkways and bike lanes, equestrian pathways, signage, lighting and air quality whenever any of those factors are applicable. Citizen involvement in major street-widening projects should be sought.
- The City should consider all alternatives for increasing roadway capacity before physical road widening is recommended for roadways within existing neighborhoods.
- The City should limit commercial and other nonresidential uses that generate high volumes of traffic to locations where arterial streets provide sufficient access for non-local traffic.
- Except as specifically approved by the City, all development should provide adequate on-site parking for normal operations. This policy should be implemented through specific provisions in the City's Subdivision and Zoning Ordinances.
- The City should develop access (i.e., driveway) spacing standards for lots located on key arterial and collector streets to promote a smooth flow of traffic and to minimize the impact of individual

developments on the safe and efficient function of these roads. These standards should be drafted by the City staff or a transportation engineer, reviewed by the Planning and Zoning Commission, and adopted by ordinance by the City Council.

- The City should establish a system of trails and pathways for alternative means of travel within the City by pedestrian, bicycle, equestrian or other non-motorized modes where possible.

Thoroughfare Implementation

Portland has relied upon three primary entities in the implementation of its thoroughfare system: (1) participation by the County or State; (2) the City's own construction of facilities; and (3) developer participation. Due to changes in State law (Impact Fees, Chapter 395 of the Texas Local Government Code), the City will still be able to require assistance from developers in building thoroughfares (as well as water and wastewater facilities), but will require different administrative techniques. Monies for capital improvements are becoming more difficult to secure each year. It is necessary that the City carefully manage its available resources in the implementation of not only the thoroughfare system, but other public facilities as well.

The proper administration of the Thoroughfare Plan will require the following actions:

Coordination of Capital Improvements

Many of the major thoroughfares which are improved in Portland will involve cooperation with San Patricio and/or Nueces Counties and, in many cases, will involve some financial participation by the City. Future capital improvement bond programs should be coordinated with the State's ability to participate in any of these facilities. Portland will likely have to assume the responsibility for constructing a reasonable portion of its thoroughfare system as it expands its physical boundaries. It must be recognized that the thoroughfare system will be built at an increment-at-a-time basis over an extended period, perhaps 20 or 30 years.

Subdivision Control

The subdivision of land into building sites represents the first step in the development of urban land uses and the creation of traffic generators.

Right-of-Way Allocation

Reasonable land (i.e., right-of-way) must be set aside at the time of subdivision platting so that adequate thoroughfares can be created without adversely affecting the value, stability, and long-range character of the area being developed. Specifically, right-of-way must be dedicated in accordance with the Thoroughfare Plan as each plat is approved. Right-of-way protection and reservation within the City's ETJ is particularly significant.

Zoning and Land Use Control

The adequacy of existing and planned thoroughfares must be taken into consideration in all changes of zoning and land use. When such changes occur, the space allocated for street use (i.e., right-of-way) should be provided commensurate with the overall use contemplated within the area.

Building Lines

Where widening of an existing thoroughfare right-of-way is contemplated, buildings should be set back to allow for the planned widening to ensure that the uses function properly with the new thoroughfare after the proposed improvement is made. In some cases, it will be desirable to establish building lines by ordinance to help ensure the orderly and uniform development of thoroughfare frontage.

Traffic Impact Analysis Process

In order to ensure that proposed land uses are compatible with the proposed roadway system and to help modify that system when necessary, a process of analyzing traffic impacts in conjunction with development proposals should be considered. This process should be conducted to ensure the following:

- That adequate access is available for all proposed developments;
- That sufficient roadway capacity exists to accommodate them;
- That the developments are compatible with the characteristics of adjacent roadways; and
- That improvements or modifications necessary to maintain mobility within the community are identified.

These analyses should be conducted on new developments generating over 100 peak hour trips within the city proper and ETJ.

Additionally, coordination with adjacent communities is recommended to ensure large scale developments outside the City/ETJ do not adversely affect Portland's thoroughfare system.

Other Considerations

Certain aspects of the Plan, such as access controls along major arterials, should be implemented through other design and technical standards which may or may not be included in the Zoning or Subdivision Ordinances. Examples of other standards which need to be implemented are sight and visibility standards and joint (i.e., shared) access standards. Impact fees should also be evaluated for use as a funding source under separate process.

Parks & Open Space

3

*The purpose of this element is to
provide an overview of the 2005-2015
Parks, Recreation, & Open Space
Master Plan.*

Introduction

The City of Portland adopted the Parks, Recreation, & Open Space Master Plan (2005-2015) in December 2005. The plan, prepared by consulting firms Halff Associates and Raymond Turco and Associates, provides an analysis of the existing conditions and park facilities currently within the City, identifies goals and objectives, reviews citizen input and park needs, and develops a master plan and implementation plan for future parks. The purpose of the plan is to identify deficiencies in the current park system, assess needs for future population growth, and prioritize funding for implementation of the plan.



Citizen Survey

The following are the highlights as identified by the Master Plan from a 2004 telephone survey of Portland residents:

- More than four in five residents sampled acknowledged being satisfied or very satisfied with the quality of parks and recreation in the city of Portland.
- Seventy-seven percent visited or used a city park or park facility, making it the most popular recreational activity in which residents participated.
- The number of soccer fields and quality of city athletic fields were the recreational aspects of which respondents were most positive.
- A teen center, enhanced facilities for senior citizens, a boat ramp for bay access, pavilions or shelters, playgrounds, and picnic areas were the facility-types shown by the ratio of importance to unimportance ratings to be most important for the city to construct.
- A teen center, a boat ramp for bay access, and natural habitat/nature areas were selected as the most important recreational facilities to construct, when respondents were instructed to choose but one item from the previous listing.
- Renovate and upgrade city parks and enhancement of existing neighborhood parks were the potential capital improvement projects of which residents were most strongly supportive.

Table 20. 2005 Existing Park Inventory

Park #	Park Name	Approx. Size (Acres)
Neighborhood Parks		
1	Baker Park	2.70
2	Bayside Park	3.79
3	Briar Bluff Park	2.25
4	Chatwork Park	4.00
5	Dick Moser Park	3.50
6	East Cliff Park	3.24
7	Oak Ridge Park	3.50
8	Simpson Park	10.35
9	Twin Fountains Park	3.61
10	Violet Andrews Park	10.00
11	Willacy Park	1.86
<i>Subtotal Neighborhood Parks Citywide</i>		<i>48.80</i>
Community Parks		
1	Municipal Park	21.34
2	Community Center and Soccer Complex Park Area	20.88
3	Sports Complex Park	24.50
<i>Subtotal Community Parks Citywide</i>		<i>66.72</i>
Regional Parks and Open Space Preserves		
1	Sunset Lake (including Indian Point Pier)	333.00
<i>Subtotal Regional Parks and Open Space Preserves</i>		<i>333.00</i>
Total Park Acreage in Planning Area		448.52

Source: Halff Associates/Raymond Turco and Associates



- Approval was also very high for development of a boat ramp for bay access, enhancement of facilities at Indian Point park, and development of greenbelts and help preserve natural habitat throughout the city.
- Expansion of senior citizen recreation in Portland was more popularly supported by residents than teen recreation.

Figure 24. Existing Parks

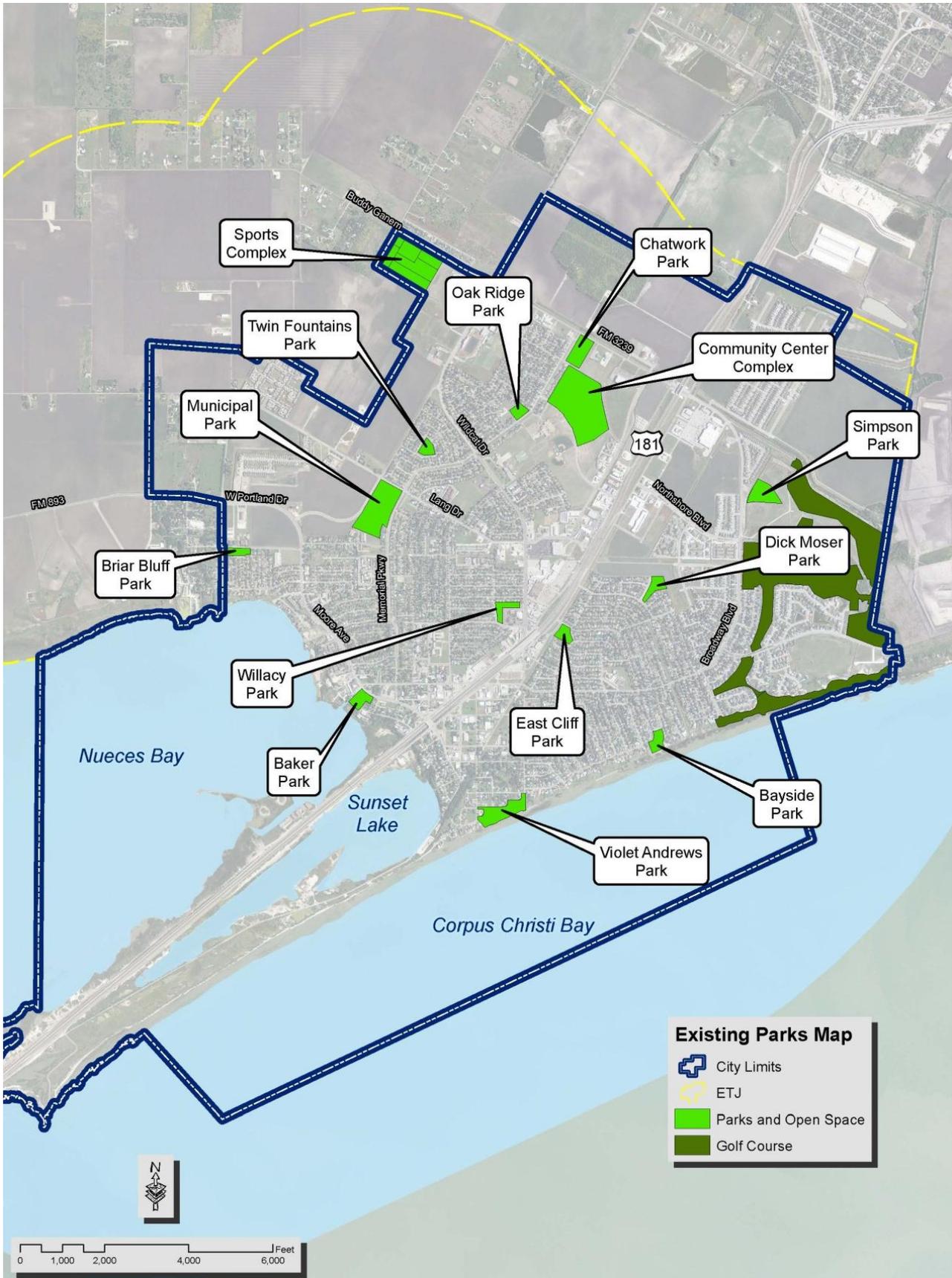


Table 21. Key Needs Summary

Needs Based on Citizen Input	Needs Based on Available Natural Resources in or near Portland
<i>Facilities for teens and seniors</i> <i>Renovation and enhancement of existing parks</i> <i>Boat ramps for bay access</i> <i>Large pavilions</i> <i>Picnic facilities</i> <i>Trails</i> <i>Basketball courts (outdoors)</i> <i>Mini overlook parks</i> <i>Practice facilities for soccer/baseball</i> <i>Natural areas</i>	<i>Acquisition of selected bay front areas for overlook parks</i> <i>Acquisition of selected bay wetland areas</i> <i>Acquisition of selected heavily treed tracts</i> <i>Linear drainage corridors</i>
Needs Based on Standards Assessment	Renovation Needs
<i>Trails</i> <i>Water access areas</i> <i>Pavilions</i> <i>Picnic facilities</i> <i>Basketball courts</i> <i>Consolidate baseball fields</i> <i>Facilities for football at Simpson</i>	<i>Need to improve and update some playground facilities</i> <i>Need to improve parking and drainage infrastructure at the Sports Complex</i> <i>Renovations at Municipal Park</i>

Source: Halff Associates/Raymond Turco and Associates

Key Needs

Table 21. Key Needs Summary shows the different methods used to evaluate the needs of the City.

The following is a list of the top ten key facility needs in Portland, as identified by the Master Plan:

1. Playgrounds
2. Additional picnic pavilions
3. Picnic facilities
4. Trails
5. Improvements to baseball and softball fields
6. Park infrastructure improvements
7. Practice fields for baseball and soccer
8. Mini overlook parks
9. Facilities for teens and seniors
10. Water access facilities

Master Plan Recommendations

The plan's recommendations are organized into four categories: improvements to existing parks, additional park facilities, acquiring land in the city for future parks, and in the ETJ and San Patricio County for trail facilities. The recommendations are summarized below.

Major Recommended Improvements to Existing Parks

1. Renovate parking area at Sports Complex
2. Add large shade pavilion at Simpson Park
3. Add sidewalk to center of Bayside Park for accessibility
4. Add shaded picnic tables (total of 6 to 10 citywide)
5. Provide restroom facilities at Simpson Park

Completed Projects:

6. Add new playground equipment to Briar Bluff Park
7. Add new playground equipment to Dick Moser Park
8. Add new playground equipment to Twin Fountains Park
9. Add new playground equipment to East Cliff Park

Recommendations for Additional Park Facilities

1. Improve little league facilities at Municipal Park
2. Improve facilities at the Sports Complex
3. Convert Baker Park into an overlook park
4. Develop a dog park at Baker Park
5. Add two new pavilions at Sunset Lake Park
6. Add a "school park" at W. C. Andrews Elementary School

Long Range Recommendations

7. Boat Ramp
8. Develop a senior center
9. Develop a teen center

Future Park Lands

1. Eastern Overlook Park
2. Western Overlook Park
3. Far northeast neighborhood park
4. Northern sector neighborhood park



Potential Trail Recommendations

1. Connection between the Violet Andrews Park trail and the Sunset Lake trail
2. Off street parkway trail along Akins Drive between Municipal Park and the wide sidewalk along Wildcat Drive
3. Buddy Ganem Trail
4. Internal Park Trails

Implementation Strategies

The Master Plan identifies short to medium term and longer-range implementation items, which are organized into a matrix including priority level, cost range, possible funding sources, and other relevant information. According to the matrix, the City of Portland's total potential expenditure range for the 2005-2015 planning timeframe is between approximately \$2 million and \$4 million.

Housing 4

This element focuses on the present and future character and quality of neighborhoods and housing within the existing and future areas of Portland.

Introduction

One of the primary reasons people or businesses remain within or move to an area is the availability of quality housing and residential neighborhoods. Portland is a community of people who care about their homes and their neighborhoods. The maintenance and quality of housing within neighborhoods is a primary reflection of the attitudes of the people toward their community. Property owner neglect and community disinterest are two of the major factors causing deteriorated areas and poor housing conditions. The economic ability to provide and maintain reasonable housing conditions and adequate housing in terms of space and facilities also has an influence upon community quality, environment and sustainability. Where private citizens of the municipality take an active part in advancing overall community interests, substantial improvement and enhancement of existing housing and neighborhoods can be achieved, the quality of existing housing can be maintained, and a good environment for future housing can be assured.



Housing and Neighborhood Areas

Often thought of as the basic geographic unit by which urban residential areas are defined, a "neighborhood" is much more than simply the sum of all physical structures (e.g., homes), public facilities and infrastructure within a certain area. It is also defined in more abstract terms by the sense of "community" and the quality of life enjoyed by the people who live and play there. Well-designed neighborhoods provide a setting for residents to develop a strong sense of belonging, which is promoted by their interactions with one another. The form and quality of development can create a distinctive image and identity for Portland and for each of its unique neighborhood areas.

The quality and livability of Portland's neighborhoods are integral components of the community's overall character. The key to a successful neighborhood is creating a sustainable environment where the ongoing investment in property is supported by public investment in schools, parks and greenbelt areas; opportunities for social interaction; accessibility for pedestrians, bicyclists and vehicles; and distinctive characteristics which give an area a unique identity. Upkeep and maintenance of both private and public property is critical to neighborhood viability and sustainability. Programs which encourage owner-occupied housing and continued efforts to revitalize aging housing units are also important to the long-term viability of neighborhoods. In summary, neighborhood viability may be quantified in terms of the following characteristics:

- Physical condition of housing units;
- Opportunities for social interaction;
- Careful and strategic placement of retail uses and other appropriate uses within the neighborhood area;
- Continued investment in public and private property to stabilize property values;
- High level of owner-occupancy of dwelling units;
- Condition of public facilities and infrastructure serving the area; and

- A sense of "community" and "belonging" among residents.

There are valid reasons for dividing an urban area into smaller geographic units for evaluation, for functional planning, and for organizational purposes. The attachment of an individual and/or family to their place of residence is universal. Likewise, a long-term, well-faring community, and the quality of the place of residence, is the result of the relationship of a wide variety of factors which are not necessarily a direct part of the individual dwelling unit. The delineation of neighborhood areas also provides a basis for the planning of logical units of a city in an orderly, step-by-step process as the city grows and matures over the years.

There are many ways in which a neighborhood can be defined, and questions have been raised regarding whether the neighborhood concept is still viable in our highly mobile society. For the purposes of urban planning, a neighborhood unit is considered to be a geographic area of the community which is predominantly residential in nature and which is bounded by thoroughfares or collector streets, or by some other natural or manmade features such as railroads, industrial areas or topographic features (see **Figure 39. Typical Residential Neighborhood Layout** in the Community Image element). The area encompassed by a neighborhood may vary from about 300 acres (such as the area south of FM 893 at Akins Drive) to about 900 acres, with about 600 acres considered as average. A neighborhood unit should contain some park and playground features, and should be served by schools. Some convenient shopping and various other facilities, such as churches, are also appropriate as part of a typical neighborhood unit. Changes in school service concepts do not recognize the neighborhood as an urban unit. Despite such concepts, the neighborhood unit still provides the most logical basis for detailed planning and for studying the housing needs of the community. Many areas of Portland have developed, probably by coincidence, in this manner, while a few do not appear to contribute to a neighborhood unit in concept.

Recommended Housing Strategies

In Portland, the major thoroughfare network, areas of nonresidential use, and other physical features of the community were used to create and define future neighborhood areas. Each of the existing neighborhood areas has its own specific character/identity, conditions and problems. The existing character and physical condition of Portland's existing housing units and neighborhoods were documented and analyzed in the "Housing" section of the Baseline Analysis. It is generally in the public interest to maintain the highest possible housing quality and environmental character within each neighborhood area. Cooperative action by property owners, tenants, landlords, the municipality, and others will be required to maintain and upgrade the quality of housing within Portland. The City should encourage and utilize volunteer efforts wherever possible when addressing neighborhood clean-up and light maintenance strategies.

To achieve improvement in the overall condition and quality of housing within the community, four types of actions, or strategies, are considered appropriate for Portland: (1) neighborhood conservation; (2) housing rehabilitation and maintenance; (3) property clearance and redevelopment; and (4) development guidance. One or more of these strategies will be appropriate for neighborhood areas within and adjacent to Portland. The various housing strategies are summarized within the following sections.

Neighborhood Conservation

Within areas where quality housing units exist and where reasonable complements of community facilities are available, a conservation-type of housing strategy is appropriate. The fundamental purpose of neighborhood conservation is to preserve and protect existing desirable conditions by upholding local regulations such as the Zoning Ordinance, building codes, and other applicable codes and ordinances which are intended to protect the public health, safety and welfare. Neighborhood groups, peer pressure, and non-governmental groups can also be effective in maintaining homes in a good overall condition. Neighborhood conservation also involves the provision and maintenance of adequate utilities and community facilities, parks, playgrounds, schools and street paving. This strategy, if closely followed, should eliminate the necessity for a future rehabilitation program, as will be discussed below. Neighborhood conservation efforts can be implemented by municipal government as part of their normal planning and community development processes.



Housing Rehabilitation and Maintenance

This strategy is appropriate when a substantial number of housing units within an area are structurally sound, but are in need of minor repairs which can be done without excessive cost to the property owners. As noted in the housing survey in the Baseline Analysis, approximately 13 percent of Portland's housing units are within this category. Within an area that is appropriate for rehabilitation efforts, some units may be in such a state of decline that the clearance action (as described below) is necessary, but these should only occur on a few lots. Since housing rehabilitation efforts should be conducted as an area-wide program, basic considerations are necessary prior to initiation of the program. Community support must be ensured for the program by: (1) establishing an organized structure/process to accomplish program goals; (2) making financial assistance available at a reasonable interest rate, preferably from local sources; (3) consulting with property owners requiring help to organize their individual programs; and (4) establishing a process by which continued contact with area property owners can be maintained to further educate them in code enforcement matters and in various methods of conservation.

Property Clearance and Redevelopment

Whenever housing units reach an advanced stage of deterioration and obsolescence which makes it impractical and uneconomical to attempt to rehabilitate them, the redevelopment strategy becomes necessary. In general, redevelopment is the removal of existing structures from the land, and preparing the land for construction of new facilities in their place. Through the redevelopment process, the same type of land use generally replaces former uses. In some cases, however, other forms of land use could be located on the redeveloped parcel. The removal of obsolete or deteriorated structures can be accomplished most easily by code enforcement. Analysis of the housing survey results indicate that very few dwelling units in this category exist within Portland. As of the date of the survey, only about two percent, or 79, structures were indicated for this type of

housing strategy, indicating that Portland has a relatively high quality housing stock. Consequently, this housing strategy is not generally necessary in Portland.

Development Guidance

Future residential growth within Portland will encourage new areas of residential construction, as well as improvements to vacant lots and tracts within presently developed areas. The standards for new housing improvements should be maintained at a level where it will not be necessary to require other forms of corrective housing strategies other than to encourage proper maintenance of the structures and the preservation of neighborhood amenities. The proper application of the City's subdivision regulations, Zoning Ordinance, building codes and minimum housing standards, as well as the encouragement of good housing and neighborhood design, will result in the creation of residential neighborhoods of lasting value within a favorable and sustainable physical environment. Each future neighborhood area, as designated on the Future Land Use Plan, which is now vacant should receive careful development guidance consideration. Each subdivision submitted within the future land use context should be considered as an element of the neighborhood, and not simply as a vacant parcel of land upon which housing structures are to be constructed. All land subject to development guidance by the City at the time of any zoning change or subdivision approval provides a basis for initiating good neighborhood design and helping to ensure the continuity and quality of the neighborhood. All of the areas outside of the existing City limits (i.e., within the ETJ) that are planned for residential use should be considered for this type of housing strategy.

As previously noted, most of the housing areas in Portland are of the Type 1 or Type 2 condition, so severe housing strategies based upon clearance and redevelopment are not necessary. **Figure 12. Housing Conditions Map (Core)** (in the Baseline Analysis component) shows the overall condition of housing units within Portland. Since most of the housing in Portland was determined to be in reasonably good condition (Type 1; about 85 percent), the most emphasized housing strategies for Portland are recommended as conservation and development guidance. Most of the Type 2 structures are recommended for the maintenance type housing strategy. Although the percentage of housing units classified as Type 2 is relatively small, there are still about 480 units that exist in this category. It is recommended that the City concentrate upon these areas for several reasons:

- The housing within these areas will represent a major contribution to affordable housing in the future and should be protected for future residents. New housing can never be built within the price ranges of the units that exist in these areas today.
- These areas can, over a period of years, progress into a deteriorated state where this recommended housing strategy will be hard to achieve.
- The longer these areas are allowed to exist without attention, the more difficult it will be to implement programs to reverse the trend.
- Some of the programs necessary to address these areas can be coordinated by the City, but implemented by volunteers or other civic organizations.
- If these areas are not addressed, the conditions that prevail in these areas can proliferate to surrounding areas that currently do not have a substantial number of these types of dwellings.
- The overall image or "quality of life" of the community can be enhanced by addressing these areas.

Since a portion of the dwelling units within Portland are renter-occupied, it will be important that maintenance programs be coordinated with owners and landlords of such dwellings. It is recommended the City develop a framework program for volunteers and property owners to upgrade housing in these

areas on a voluntary basis. The majority of these houses can be upgraded by painting and other minor repairs, maintenance which can be done by many volunteer organizations such as Boy Scouts, Jaycees, Rotary Club and other civic clubs within the area. Often the City can provide materials such as paint, ladders and brushes to these organizations for specific houses in the target areas. The City can coordinate the allocation of these resources based upon target dwellings.

Area-Wide Single-Family Guidelines

The following recommendations are intended to improve the overall quality of future single-family residential neighborhoods:

- Roofs should have a minimum 12" overhang, or soffit, extending beyond the side and end walls.
- No homes/houses should be moved in that are more than five years old; guidelines should be developed which would exempt historic structures within the Olde Town Site area.
- Metal exterior homes should be prohibited. All structures should be at least 75 percent masonry (including brick, stone, and stucco, but not including [EIFS]) in all residential zoning districts.



Multi-Family Guidelines

Design and development standards should be formulated for all new multi-family construction and for redevelopment of existing multi-family complexes. Such standards will encourage high-quality housing alternatives within Portland, and should include the following:

- Site development criteria
- Building placement and spacing
- Landscaping
- Parking and vehicular circulation (including ingress, egress and on-site circulation)
- Recreational areas and open space; and
- Exterior construction standards



No new multi-family is recommended until the overall housing ratio is below 25 percent multi-family.

Housing Types and Intensities

A mix of residential densities and housing types is important to give residents a choice in selection of housing types. The Comprehensive Plan provides locations for various types and densities of residential development in order to create opportunities for varied housing types while retaining the desired character of each neighborhood. Medium and high residential densities should be planned only within

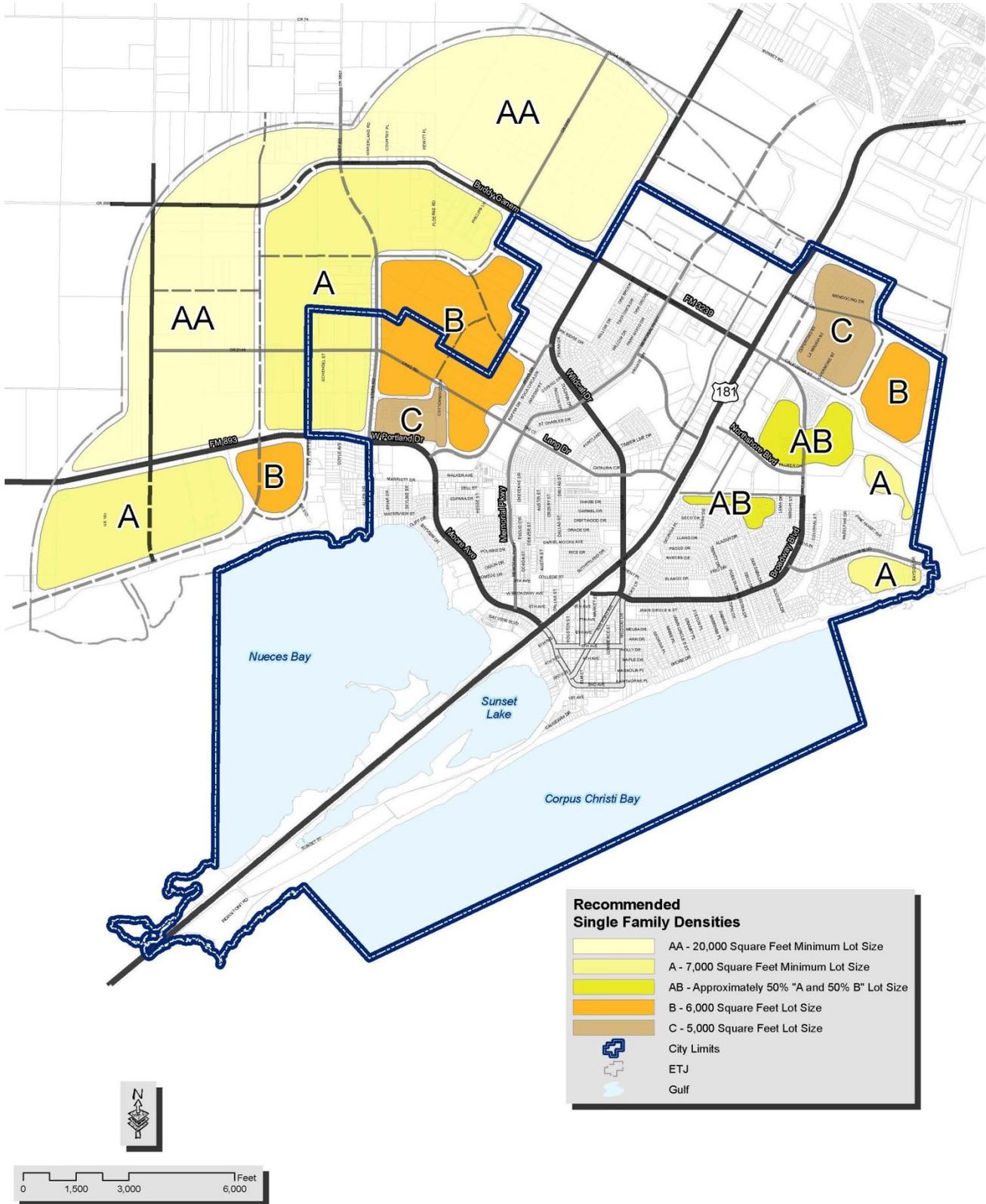
areas adjacent to major thoroughfares and in locations where public facilities and services will be able to meet the need of a larger population. Future multi-family development locations are shown on the Future Land Use Plan. Low density residential should be developed within those areas where neighborhood units are appropriate. It is recommended that the future density mix of housing types be approximately the same that exists today, and a ratio of about 25 percent multi-family is desirable. The present mix of housing offers the opportunities necessary for existing and new residences. The Future Land Use Plan provides for flexibility in the type of housing built. Within a planned residential area, several types of housing can be developed. For example, an area can be planned for multi-family or apartment units adjacent to a major thoroughfare, and buffered by duplex units with a preponderance of homes within the interior of the neighborhood development as single-family detached units. In this way, a property owner can choose to develop a particular housing type, and diverse housing options will be available for future residents.

Recommended Single-Family Housing Densities

Since much of Portland's future development is anticipated to be single-family homes (see **Figure 27. Future Land Use Plan Map**), it will be important to guide future housing densities (i.e., dwelling units per acre) in a manner which is compatible with existing residential neighborhoods and which meets community housing density objectives (see Objective 3.2 in the Goals and Objectives element). It is recommended that the City establish density guidelines for single-family lot sizes. This policy will not only encourage compatibility between existing and new subdivisions, but will also assist in more accurate infrastructure planning. **Figure 25. Recommended Single Family Densities** shows the recommended single-family densities for undeveloped areas within Portland. An attempt should be made to generally conform to these guidelines on a long-range basis. Certain higher densities may be appropriate in some areas for buffering or transition purposes, but the City should strive for the overall density mix as identified in **Figure 25. Recommended Single Family Densities** in order to meet the goals and objectives set forth within the Comprehensive Plan. In addition to the densities suggested in **Figure 25. Recommended Single Family Densities**, the following are supplemental guidelines that should be considered:

- Larger lots (i.e., 7,000 square feet or greater) should be planned for the area in portions of west Portland.
- Smaller lots are appropriate adjacent to areas with higher intensity uses.
- Smaller lots are appropriate within areas that are close to parks and other open spaces.
- Lot sizes within new developments should be generally similar to the lot sizes of existing adjacent single-family residential neighborhoods.

Figure 25. Recommended Single Family Densities



Rural Residential Guidelines

It is recommended that the City develop guidelines for large lot residential subdivisions. The standards outlined below are recommended for subdivisions developed with lots 20,000 square feet or larger.

- Drainage easements/provisions along the front of the lots to maintain drainage design
- Street curbs and gutters are not required but concrete “ribbon” edge is required
- Drainage analysis required to ensure that storm drains are not needed
- Areas appropriate for rural residential are shown on the density plan map as “AA”
- Site drainage prototype design should be required
- Roadway paving width should be no smaller than 30 feet
- Swale depth should not exceed 12” to 18”
- All accessory buildings should be located behind the primary structure. Special provisions should be made to allow for accessory buildings greater than 12 feet in height.



Affordable Housing

Affordability is a key issue within the Portland region, and nationwide as well. As noted in the Baseline Analysis, Portland’s housing units are already generally affordable in a wide variety of residential types. As new development occurs, affordability should be maintained or improved. While the new units may not be as affordable as existing units, families vacating existing units to purchase a new unit will make the existing unit available to one of the incoming families upgrading from another area. The Comprehensive Plan supports continued provision of affordable housing by identifying locations for a variety of housing types and densities. The average Portland household with a median income may be able to afford a medium-priced home, but there are still other households within the region in which affordability is a significant concern. Housing for single working parents and for lower income workers are a concern for businesses that rely upon these segments of the labor force. In addition, senior citizens and others with fixed incomes are affected by increasing housing costs. Housing for such households is supported through the Comprehensive Plan policies for moderate and high density development and other actions designed to create opportunities for private provision for affordable housing.

Housing Policies

Following are the recommended housing policies for the City of Portland:

1. The Comprehensive Plan's Future Land Use Plan should designate sufficient land for residential uses to meet the needs of the community's projected population. Enough additional land should be designed for residential development to ensure sufficient market flexibility.
2. The Comprehensive Plan should designate sufficient land for residential use within areas where adequate services are presently available to meet the needs of population growth for the next five years.
3. The City should identify existing substandard housing units, and should encourage the revitalization and rehabilitation of the structures. The City should develop a framework for a volunteer housing maintenance program for those areas identified as Type 2 or Type 3 on **Figure 12. Housing Conditions Map (Core)** (in the Baseline Analysis element).
4. The City should recognize the unique characteristics of senior households, and should encourage the provision of housing designed to meet their special needs.
5. The City should plan locations appropriate for a diverse range of housing types including conventional single-family homes, patio homes and multi-family units to provide a range of housing alternatives for future residents. The targeted ratios of different types of housing units should be approximately the same that exist within the community today.
6. The City's Zoning Ordinance should include appropriate zoning districts to implement the residential density classifications as suggested herein.
7. The City's development regulations should provide mechanisms to permit flexibility and innovation in residential project design in order to promote land use efficiency and environmental protection.
8. The City should ensure that development (and redevelopment) within existing neighborhoods is similar in density and compatible with the character of the existing neighborhood in terms of general housing types and densities.
9. The City should promote housing compatibility between adjacent residential areas developed at different residential densities with different unit types, and should encourage the use of design techniques to minimize the impact between these areas.
10. The City should evaluate all development requests based upon the following ultimate mix and density of residential uses within a neighborhood area:
 - a. Multi-family and other high density residential (over 10 units per acre) should be limited to 25 percent of the total expected or ultimate dwellings;
 - b. Medium density residential dwelling types (6 to 10 dwelling units per acre) should be limited to an additional 5 percent of the total dwelling units. Both (a) and (b) will enable approximately 30 percent of the total dwelling units within a given neighborhood to be of medium or high density type;
 - c. All medium and high density type developments should have principal access to a major or secondary arterials (60 feet in width or wider); and

- d. Single-family areas should achieve a mixture of lot sizes which should generally be the balance of single-family lot sizes within a particular neighborhood area, as shown in **Figure 25. Recommended Single Family Densities.**



Conclusion

According to the U.S. Census, relatively few of the families within Portland were below poverty level. Although the percentage of families in the poverty level is decreasing, it will still be important for Portland to provide some housing for low and moderate income families. It is recommended that the City initially adopt policies to ensure that these programs are available to accommodate at least the percentage of low income families that now exists in Portland today. By maintaining and upgrading its neighborhoods, the City will ensure that

these areas will be quality neighborhoods regardless of the income level of the people residing there.

A primary concern is providing new housing opportunities within Portland. Few new subdivisions exist within the City that offer a variety of vacant lots for construction of single-family housing units. The North Shore area will eventually build out and, ideally, there should be another quality new residential development area to offer builders and prospective home owners. The City should encourage additional new residential subdivision development within the community.

Public Facilities 5

This element addresses the expectations residents have regarding certain public services and the facilities that are needed to provide these services.

Introduction

Public buildings that house the various governmental and service functions of a municipality are generally of two types: (1) those requiring a nearly central or a common location and which serve the entire municipal area; and (2) those serving segments of the community on a service area basis. The City Hall is an example of a governmental building that serves the entire community, while a fire station represents a public building which has a service area relationship.

The demands for public building space at all levels of government normally increase as the population served grows and as the level of service expands. As a general rule, as communities grow in size increased levels of service are generally required by its citizens. The City can expect that the ratio of employees to citizens will remain relatively constant as Portland's population continues to grow. Adequate facilities will be necessary to support the increased number of employees.

Existing Public Buildings and Facilities

It is appropriate to review the status of existing municipal buildings as a basis for determining the future changes and additions that will likely be required in the future. **Figure 26. Public Buildings and Facilities** shows the location of existing public buildings and related facilities within the City of Portland. The following sections are a general evaluation and explanation of existing buildings and facilities.



City Hall

The City constructed a new Municipal Complex next to the Community Center at 1900 Billy G. Webb Drive in 2006. Currently, City Hall offices 13 employees with capacity to support up to 20 employees. The building is 9,136 square feet in size, and contains most of the City's administrative offices, including City Management, Human Resources, Municipal Court, and Utility Billing.

Police Facility

The City's current police facility is located next to the City Hall at 1902 Billy G. Webb Drive, and contains approximately 12,500 square feet of building space. Presently, the City has 34 full-time police officers serving the public safety needs of the community.

Public Library

The City's library is located at the corner of Buddy Ganem Drive and Memorial Parkway. The present facility contains approximately 4,900 square feet of building area.

Fire Station

Portland has one fire station at the southeast corner of Buddy Ganem Drive and Oak Brook Drive. The station has 16 employees and has 6,500 square feet of building area.

Other Facilities

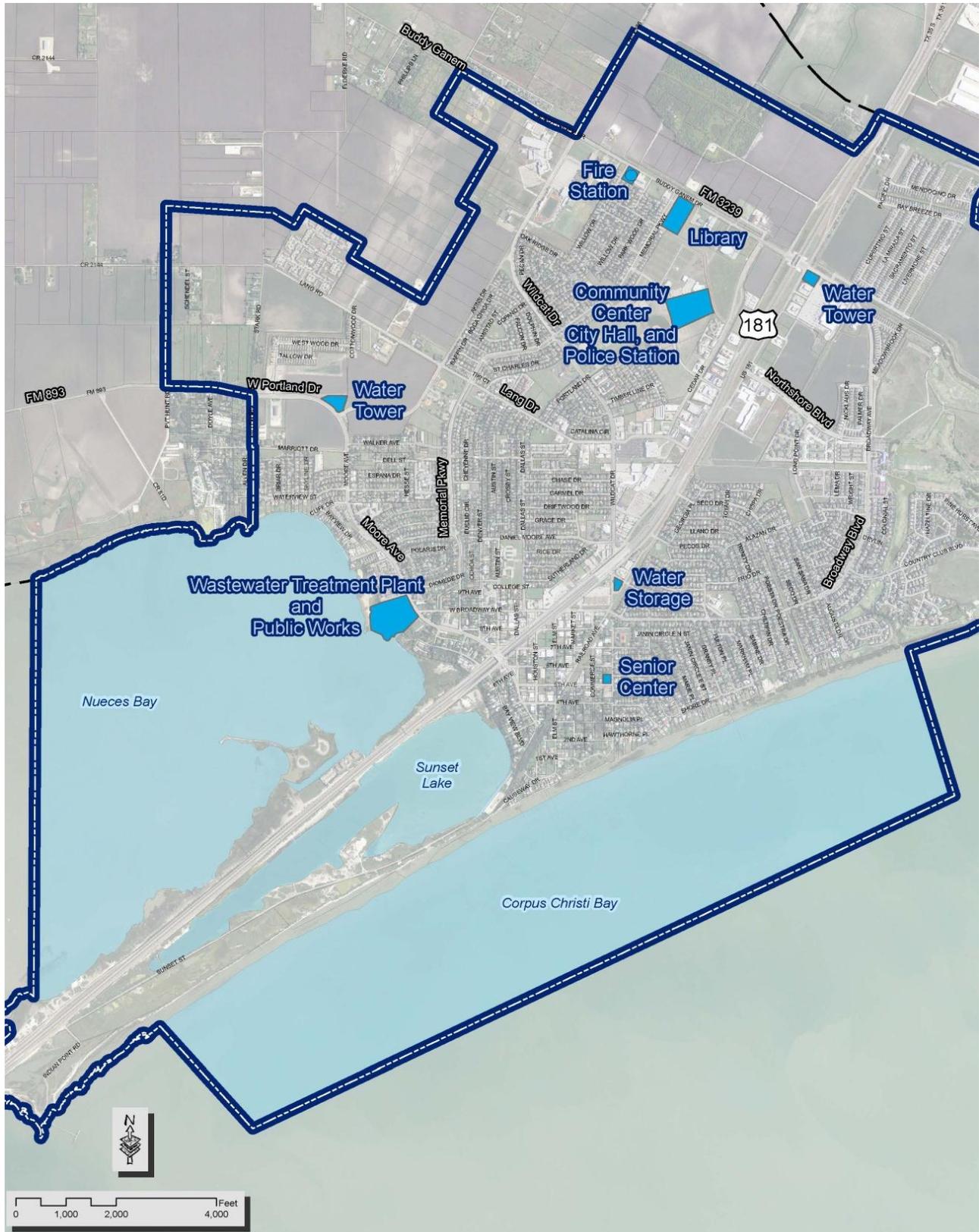
The City's public works and maintenance facilities are located on Moore Avenue. The building contains approximately 12,000 square feet of building area. The Community Center has approximately 31,600 square feet, and is a multi-functional building that contains meeting rooms, City offices and indoor recreational areas. The Senior Center, in the Olde Town area, contains approximately 3,600 square feet and provides activities and services for the community's elder population.

The City also has four water storage tanks at various locations around the City. Two of the water storage tanks are elevated and two are ground storage, all of which have been rehabilitated within the last 18 months.

Future Public Buildings and Facilities

Most public buildings tend to be fairly long-term investments and they should be initially scaled to meet the future needs of the community, or the needs for future expansion of facilities should be incorporated into the development. The City is currently undergoing a study to assess the condition of the existing public facilities (2012). This study will identify immediate code issues and provide a short-term and long-term facility enhancement plan to be utilized in CIP planning.

Figure 26. Public Buildings and Facilities



Future Land Use

6

The Future Land Use Plan establishes the framework upon which land use decisions are made. The plan serves as a guide for decision-makers in implementing the community's vision.

Introduction

Land use planning, like any type of planning activity, is a process. It is the process which provides the means by which a community can determine change and, in a sense, can control its own destiny. The purpose of the Comprehensive Plan is to serve as a guide for future development or redevelopment, and therefore the Future Land Use Plan is perhaps the most important Plan element. The Future Land Use Plan is intended to provide overall guidance to areas which are vacant, as well as to areas which have already developed and need specific action.

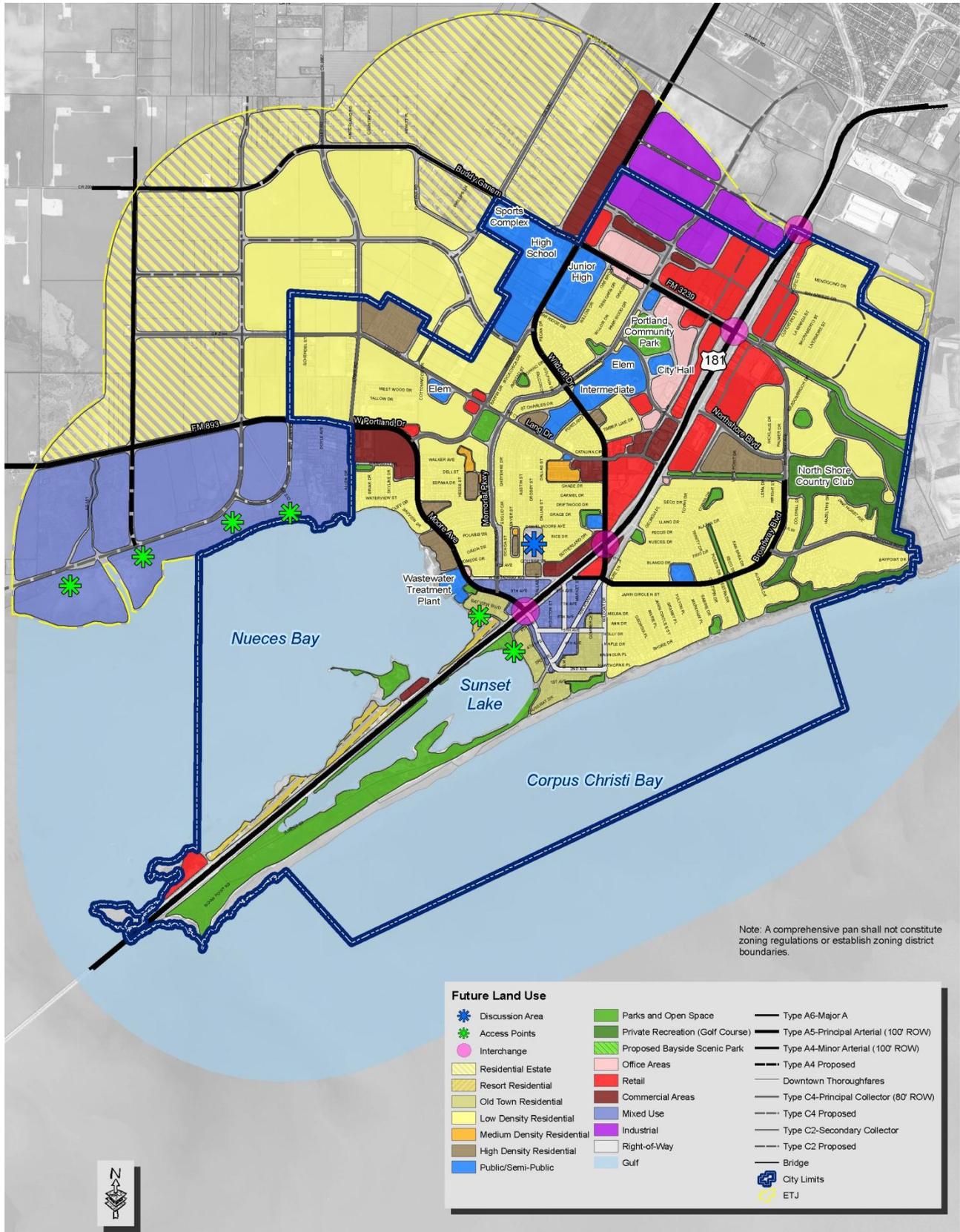
Portland is a beautiful place to live and work. By collectively assessing and making comprehensive recommendations for the various areas of the City, the economic vitality of Portland can be enhanced even more. The existing residential and business areas must flourish, as well as future development, for Portland to truly evolve into a quality, economically-balanced community. This element not only brings together the information in the previous elements and Baseline Analysis of the Plan, but also the input provided in study workshops. The study workshops conducted as part of the original plan were designed to allow community leaders and citizens the opportunity to provide input regarding the various recommendations of the Plan. In initial public participation meetings, issues were identified to be addressed by the Comprehensive Plan. In response to these issues, goals and objectives were prepared and used to formulate policies and recommendations contained in the original Comprehensive Plan, and updated with input from elected officials in 2012. The following sections include discussion of the highlights of important aspects of the Future Land Use Plan, as well as certain parts of the Plan which could not be reflected graphically, but are nevertheless equally important. Some of the recommendations are reflected as policies for reviewing development or interpretation of the Future Land Use Plan. The Future Land Use Plan, as illustrated by **Figure 27. Future Land Use Plan Map**, is the composite of all the structuring elements of the Comprehensive Plan, such as the Thoroughfare Plan and the Parks & Open Space Plan, which form the framework upon which the future land use pattern of the City can develop.

Future Population Increase

Portland's population growth will likely be largely regulated by the rate at which the housing inventory can be expanded in price ranges that would permit and encourage persons to reside within the City. The general increase in housing costs will, however, tend to be a factor in moderating any rapid expansion of the population. Since housing activity within the Coastal Bend area will likely continue to increase, future population gains can be expected within the region. Presently, Portland has only experienced a modest population increase, due primarily to the limited number of available housing opportunities. **Table 3. Population Comparison of the Region (1960-2010)** in the Baseline Analysis component shows that Portland is gaining in population as a percentage of the region's population. It should also be recognized that nearly all the changing characteristics of Portland's population are tending to reduce the number of persons per dwelling unit. This is a general trend nationwide as families are basically becoming smaller. This may be particularly true for Portland, since many retired families and individuals move to this area for the mild climate and the aesthetic and recreational amenities. In the future, it can be expected that more dwelling units will be required to house each 100 persons than have been needed in the past.

Using 15,306 as the 2012 base year population for Portland, a series of projections were made for planning purposes. Based upon the assumed ability to expand the City's housing inventory, the population forecast scenarios shown in **Table 22. Population Projection Scenarios** were developed.

Figure 27. Future Land Use Plan Map



Since 2010, Portland has averaged approximately 51 residential building permits per year. The actual future growth of Portland will vary within a reasonable range, depending upon local and regional economic factors. The growth scenarios shown in **Table 22. Population Projection Scenarios** represent a reasonable range of growth rates for Portland. The lower projection ("A") would result in a growth rate that has occurred since 2010 (0.78 percent) and since 1980 (0.76 percent). To achieve the forecasted growth for scenario "B", it will require an average of about 85 residential building permits per year. The higher projection ("C") would require a housing response that, under prevailing conditions, is not occurring. For planning purposes, the moderate estimate ("A") is recommended as the most appropriate for the near term. It is recommended that the City use a growth rate nearer to scenario "B" for long-term planning purposes as economic conditions improve. As indicated, the rate of population change for the City will be directly related to employment opportunities within the region. Further diversifications of industry in Portland from the primarily retail base could accommodate a higher than anticipated growth rate due to the increase of jobs.

Based on current development trends and occupancy data, **Table 23. Ultimate Capacity Calculation** provides a projection for the population capacity of Portland's planning area (current City limits combined with ETJ) at build-out. These calculations project an ultimate population of approximately 33,314 residents.

Table 22. Population Projection Scenarios

Year	Scenario A	Scenario B	Scenario C
	0.78% CAGR	1.25% CAGR	2.50% CAGR
2012	15,306	15,306	15,306
2017	15,912	16,287	17,317
2022	16,543	17,331	19,593
2027	17,198	18,441	22,168
2032	17,879	19,623	25,081

CAGR = Compound Annual Growth Rate

Table 23. Ultimate Capacity Calculation

Vacant Residential Land Use	Vacant Acres	DUA	Occ. Rate	PPH	Future Projected		
					Housing Units	Households	Population
Residential Estate	1,322	0.2	96.7%	2.78	264	256	711
Resort Residential	58	2	96.7%	2.78	116	112	312
Low Density Residential	1,456	3	96.7%	2.78	4,368	4,224	11,742
Olde Town Residential	15	4	96.7%	2.78	60	58	161
Medium Density Residential	1	8	92.5%	2.78	8	7	21
High Density Residential	9	12	88.2%	2.78	108	95	265
Mixed Use	489	4	88.2%	2.78	1,956	1,725	4,796
Ultimate Capacity within Vacant Areas					18,008		
Current Population					15,306		
Ultimate Population Capacity					33,314		

DUA = Dwelling Units per Acre

PPH = Persons per Household

Land Use Quantity

The Future Land Use Plan has been formulated with the objective of creating a balanced land use pattern. For example, the existing land use analysis shows that about 105 acres of retail actually existed in the City in 2012. More acres of retail zoning (approximately 432 acres including Retail Commercial and Mixed Use) currently exist within Portland than are actually used (see **Table 17. Existing Zoning Acreage** in the Baseline Analysis component). This condition is called overzoning. Overzoning occurs when the available supply of zoned land exceeds the projected demand for that particular use of land. The amount of vacant zoned property a community should have is difficult to determine. Enough land should be zoned to provide alternative market selection and competitive land pricing. In the case of retail zoning, the amount is often excessive. Overzoning is found not only in Portland, but in many cities throughout Texas. At nearly all existing and planned major intersections, two, three or even four corners are often zoned retail. The problem is that the residential densities which now occur in communities such as Portland are developing at an intensity that will not support the kind of retail zoning that has been traditionally desired by the development community. Portland is actually exporting some of its retail sales to other areas (probably Corpus Christi). For example, very few large clothing/department stores, and book stores currently exist in Portland. People who wish to purchase these types of products or patronize these businesses must do so outside of Portland, for the most part. As Portland grows, it will capture and retain more of its own retail sales dollars, and will derive benefits from the corresponding sales tax revenues.

Table 24. Future Land Use Acreage

Uses	City	ETJ	Total Planning Area
Low Density Residential	2,172	743	2,915
Medium Density Residential	19	0	19
High Density Residential	137	0	137
Residential Estate	0	1,722	1,722
Resort Residential	68	0	68
Olde Town Residential	91	0	91
Mixed Use	94	829	923
Parks and Open Space	360	0	360
Private Recreation	173	0	173
Public/Semi-Public	304	0	304
Office	82	0	82
Retail	359	0	359
Commercial	130	67	197
Industrial	94	185	279
Bay	2,826	0	2,826
Total Acreage	6,909	3,545	10,454

To some extent, the market will adjust to overzoning; however, the results of overzoning could be:

- Large amounts of vacant or underutilized land;
- Subdivision of large parcels to sell smaller parcels to help pay the carrying costs;
- Unnecessary zoning changes to more marketable uses; and
- Incompatible land use arrangements.

The Future Land Use Plan reflects a ratio of nonresidential to residential land which will create a reasonable market balance for all uses. The primary purpose of the Comprehensive Plan is to guide future development in a manner that is consistent with community objectives. It is essential, therefore, to clearly identify where the different types of future land uses are most appropriate and best suited. **Table 24. Future Land Use Acreage** shows the gross total estimated future land use acreages for Portland based upon the future land use pattern represented on **Figure 27. Future Land Use Plan Map**.

Land Use Compatibility

The issue of compatibility between residential and nonresidential uses has become increasingly important. This is a result of the trend toward more intense use of retail, office, commercial and industrial sites. Although many of the recent zoning changes in Portland reflected conditions related to individual parcels of land, their cumulative effect has led to concentrations of certain types of land uses within certain areas. An example of this is the pattern and location of land uses along U.S. Highway 181 and Wildcat Drive. These conditions are a result of nonresidential land uses seeking the best visibility along continuous major thoroughfares in Portland. These concentrations of land use, combined with residents seeking to use U.S. Highway 181 and major ingress/egress routes into and out of Portland, have contributed to the traffic patterns that now exist. The Future Land Use Plan has attempted to allocate the various land uses in a pattern which will yield a greater chance for better community-wide land use compatibility. The Community Image element further describes techniques which can make land uses more compatible with each other. The treatment of the "edges" of various land uses, to a large degree, can have a dramatic effect upon the compatibility of land uses. This buffer, or transition, treatment between residential and commercial uses, for example, can help to determine whether the residential area will be a quality neighborhood in which to reside.

Future Land Use Plan

The recommended Future Land Use Plan for Portland is shown on **Figure 27. Future Land Use Plan Map**. As noted in the legend on the map, land use categories have been identified for each appropriate land use that may exist within the community. This graphic portrayal of land use objectives within the community has been blended with other components of the Plan such as parks/open space and thoroughfares. Proposed land uses have been reflected not only for the existing City limits, but also within the City's ETJ. The following sections outline important features of Portland's Future Land Use Plan.

Recommended Future Land Uses

Retail Areas

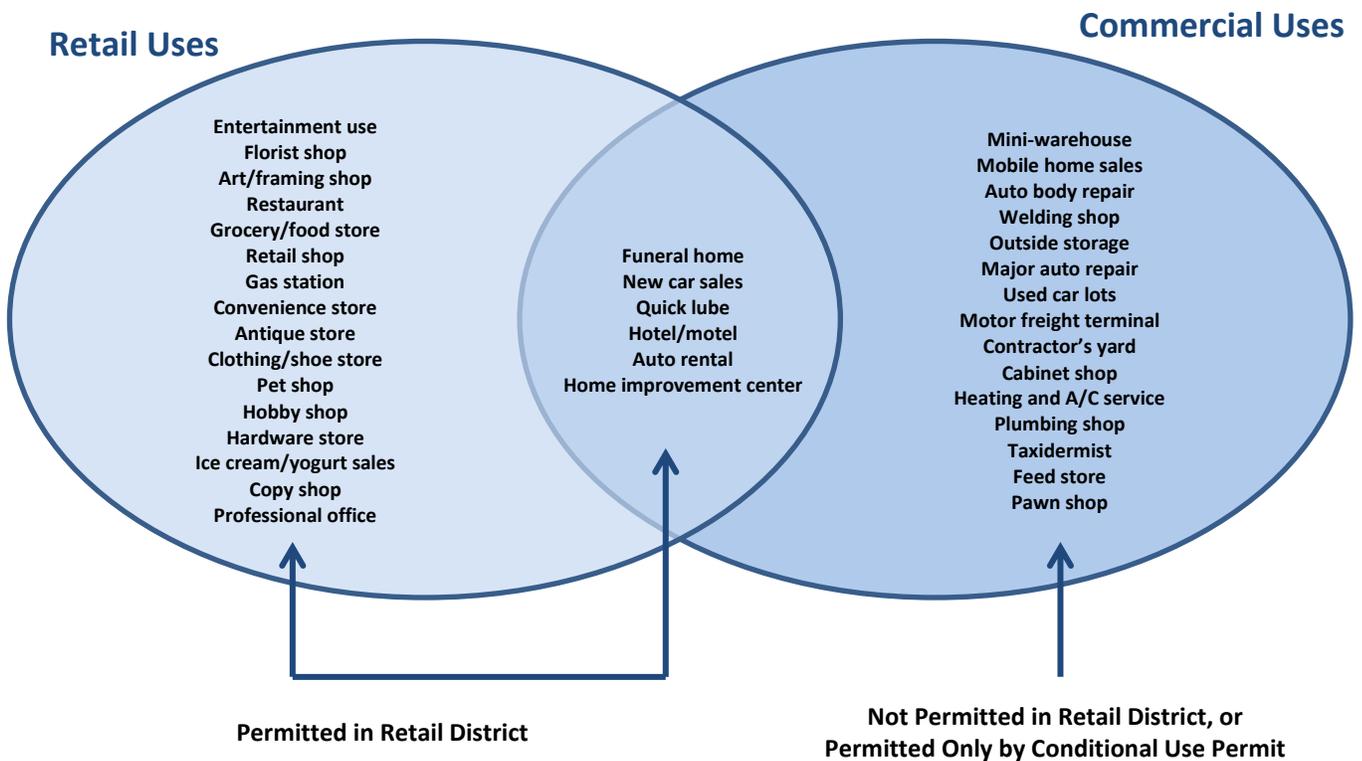
Retail will be one of the most important land uses Portland can attract along the U.S. Highway 181 corridor. **Figure 27. Future Land Use Plan Map** shows much of the frontage along the freeway as proposed for retail uses. Much of the City's existing retail (i.e., Crescent Center, Wal-Mart, Northshore Shopping Center, etc.) is already located within this important travel corridor. It is anticipated that the U.S. Highway 181 corridor will be the best opportunity for retail uses in the foreseeable future. Other opportunities will exist along Buddy Ganum Drive. The City must take precautions to help ensure that the remaining areas develop in the highest quality manner possible (see the Community Image element for recommended design guidelines for developments). Special guidelines pertaining to additional landscaping, limited open storage, and similar strategies can be incorporated into the City's Zoning Ordinance to reinforce this objective. **Figure 28. U.S. Highway 181 Land Use Concept** shows recommended retail and commercial land uses, some of which would only be allowed by special/conditional permit, for land parcels within the U.S. Highway 181 corridor.

U.S. Highway 181 Retail/Commercial Areas

Although the Future Land Use Plan (**Figure 27. Future Land Use Plan Map**) shows most of the frontage along U.S. Highway 181 as retail, certain commercial uses are also appropriate along this

important corridor (see **Figure 28. U.S. Highway 181 Land Use Concept**). Light commercial uses such as hotels/motels, new car and light truck dealerships, and amusement areas, among others, should also be encouraged and permitted by right. Other commercial uses such as self-storage/mini-warehouses, auto body repair shops and plumbing shops may be permitted, but only by conditional or special use permits. This strategy will help to ensure that open storage, site design and building types for commercial uses will blend with the future vision for this important travel corridor. If this strategy is followed over a period of time, the result will be higher visual quality and higher property values along U.S. Highway 181. Additionally, there are some commercial uses (e.g., bulk fuel storage) that should be controlled even when located within industrial districts. The City should require that these uses receive a special/conditional use permit before locating within any zone.

Figure 28. U.S. Highway 181 Land Use Concept



Other Commercial Areas

Other more traditional commercial uses are suggested within other areas which have frontage on a major arterial but not on U.S. Highway 181. An example of such an area is on the south side of Moore Avenue at Akins Drive.

Nueces Bay Mixed Use

The area is located along the Nueces Bay, just west of the existing City limits. The Future Land Use Plan recommends this area should be a mixed use area including, but not necessarily limited to, medical offices, retailing, entertainment venues, restaurants, theaters and loft residential units. The intent of the mixed use area is to allow for a mix of uses while providing access to the bay. These pictures are examples of appropriate mixed uses for this area.



Olde Town Site Mixed Use Concept

The original town site in Portland is generally bounded by Broadway Avenue on the north and Wildcat Drive on the east, with the remaining boundaries formed by the edges of Corpus Christi and Nueces Bays. U.S. Highway 181 generally bisects the original town site area. The site comprises about 225 acres in land area and, as the name implies, represents the location where the City was originally established. Many of the original structures within the area were lost when Hurricane Celia occurred in August 1970.

The street pattern is a grid system with most of the blocks measuring approximately 300 feet by 300 feet. When viewed in conjunction with the newer areas adjacent to it, the boundaries of the original town site can be easily distinguished because the newer peripheral areas have distinctly different street patterns.

The area is impacted by the cumulative effects of a natural disaster, piecemeal private sector redevelopment efforts, competition from more efficient or visible locations, and the lack of a coordinated framework plan for positive change. Most of the area already has vital infrastructure (i.e., water, sanitary sewer, street access, etc.) in place, which means that development costs will generally be lower than a newly developing area that may need construction of these improvements. The challenge for Portland is to establish a framework plan within which private reinvestment can occur. This area will not be revitalized without private reinvestment. However, before private redevelopment efforts can have a chance for success, the City must adopt a framework plan which “charts the course” for the successful revitalization and continued viability of this area.

It is recommended that the OT-2 district be revised to encourage a gradual upgrade of the Olde Town area. The following are suggested changes and/or additions to the OT-2 zoning district.

1. Revise the permitted use chart to allow the following uses by right:
 - Vehicle sales (primarily new sales)
 - Motorcycle, ATV, personnel watercraft, boat sales (primarily new sales)
 - Minor auto repair
 - Health and fitness club
 - Assisted living/skilled nursing facility
 - Business school
 - Cabinet shop
 - Heating/Air conditioning service/sales/plumbing
2. Revise the permitted use chart to allow the following only by SP.
 - Tool or Equipment rental
 - Outside storage
 - Warehouse
 - Light manufacturing
 - Welding shop
 - Landscape contractor
 - Taxidermist
3. Motel, office and retail should uses should be required along frontage of U.S. Highway 181.

4. Open storage should only be allowed if it is screened by a solid masonry screening wall a minimum of 6 feet in height. Storage areas should be asphalt paved. No open storage should be allowed along U.S. Highway 181.
5. Metal buildings should be allowed by SP only. Metal building should be constructed to modern specifications and have a baked, painted and textured coating finish. Colors should be earth-tone or other colors complimentary to the surrounding area. No metal buildings should be allowed along U.S. Highway 181.
6. All landscape requirements should still apply.
7. Consider closing non-essential streets and selling to adjacent property owners if they comply with the requirements stated herein. A traffic circulation analysis should be conducted to determine which streets are considered non-essential and can be closed.
8. Continue to enforce no expansion of existing uses should be allowed unless compliance with the requirements herein are met.

The preceding recommendations were formulated as part of a framework plan, a “plan for action”, that can be used in organizing and focusing efforts toward revitalization of the Olde Town district:

Figure 29. Olde Town Site Concept Plan shows the Conceptual Land Use Plan for the Olde Town district. It is anticipated that the area north of U.S. Highway 181 will be utilized for more traditional retail and commercial uses.

Several street sections have been identified as “non-essential”. These street segments are generally not needed for traffic circulation. The City should consider abandoning these street segments to create larger building sites within the Olde Town area. The City should only abandon these streets in order to facilitate redevelopment of the area.

Figure 29. Olde Town Site Concept Plan



Industrial Areas

Much of the new industry that usually locates within Texas is non-polluting. Consequently, the overall objective should be to attract non-polluting (i.e., “clean”) industries to Portland. Although the Environmental Protection Agency (EPA) and the State generally regulate polluting industries, it will be difficult for Portland to manage and control the required remote locations needed for polluting, or “smoke stack”, industries. It is perceived that the need, at least for the near future, will be for light industrial uses.

Portland has one area that would be especially suited for light industrial uses. This area is located north of FM 3239 and west of U.S. Highway 181. It is recommended that the City market this area as a “campus technical/light industrial park”. The pattern of land ownership within this area is relatively uncomplicated, since most land parcels are still rather large in size. The site also meets most of the criteria for these types of industrial parks. Buffer and transition zones can be incorporated into the design of individual sites to help mitigate any potential negative impact for sites that are close to residential or office areas along FM 3239. Corporate offices/headquarters facilities, the assembly of electronic products, light fabrication operations, research and development (R&D) uses, warehouses and distribution centers are examples of appropriate uses within the district. No heavy industry (e.g., petroleum refining, etc.) should be permitted. If an appropriate “high end” industry can be attracted to become the first occupant of the industrial park, it would set a positive trend in the attraction of other similar types of industrial uses who are looking for quality “nonresidential neighborhoods”. Conversely, a less desirable initial user/occupant may establish a more negative trend that may be difficult to reverse in the future.

Resort Residential

This area along the causeway between the bays is intended for higher-quality resort-style residences and vacation homes. Development in this area should be generally low density single-family housing, about two dwelling units per acre, or half-acre lots. Uses are primarily residential, but may include small neighborhood services.

Discussion Area

The area identified by a blue asterisk as a “Discussion Area” in **Figure 27. Future Land Use Plan Map** is the site of the former T.M. Clark Elementary School. This site is suggested for further study to refine appropriate land use for this area. The location provides a unique opportunity due to its large parcel size and proximity to residential neighborhoods and a recommended mixed use area.

Access Points

These points, identified in **Figure 27. Future Land Use Plan Map** by green asterisks, are envisioned as smaller pocket parks with the primary purpose of providing public access to the bay and lake waters.

Future Land Use Policies

The following sections describe recommended policies that should guide Portland's future land use planning efforts:

- **Figure 27. Future Land Use Plan Map** and **Figure 29. Olde Town Site Concept Plan** provide a general description of the various land use categories, and the text within this element provides more detailed explanations for key components of the Plan. Portland should maintain its Future Land Use Plan to provide areas for different types of land uses and intensities, and should plan for public services and facilities appropriate for the planned land uses. The Plan establishes the general pattern of future land use, as appropriate, to achieve the community's goals and objectives.
- Portland should identify sufficient locations for residential and nonresidential development to accommodate projected growth with provision of additional land use capacity for market choice and flexibility.
- Portland should plan areas for a variety of residential housing types and densities, as described within the Housing Strategies element.
- Planned industrial areas should be of sufficient size and should be appropriately located to support the community's economic development goals and strategies.
- Portland should use its planning and development regulations to protect residential neighborhoods from encroachment of incompatible activities or land uses which may have a negative impact on a residential living environment.
- Residential developments adjacent to a park or public open space linkage (i.e., trail system) should be designed to facilitate public access to and use of the park/trail while minimizing potential conflicts between park users and residents of the neighborhood.
- In reviewing development proposals, the City should consider issues of community character, compatibility of land use, residents' security and safety, and efficient service provision, since these are important qualities of any community and should be emphasized in Portland.
- The City should encourage future patterns of development and land use that would reduce infrastructure construction costs and would make efficient use of existing and planned public facilities.
- The official copy of the Future Land Use Plan map is on file at the City. The boundaries of land use categories, as depicted on the official map, should be used to determine the appropriate land use category for areas that are not clearly delineated on the smaller scale Future Land Use Plan contained within the Comprehensive Plan document.
- Portland should use the Future Land Use Plan and the policies within this element to establish the general pattern of development within the community. This pattern of development should be implemented through the community's development regulations.
- A rezoning proposal's density should be consistent with the Future Land Use Plan, as well as those densities described within the Housing Strategies element. The actual density approved should take into consideration the parcel zoning, adjacent land uses, the nature of the proposed development, and other relevant policies of the Comprehensive Plan.
- Nonresidential development proposals should be evaluated according to the types of uses proposed, their compatibility with surrounding uses, and the ability of existing or planned infrastructure to provide adequate services to these uses.

- Portland should establish design standards and guidelines for development within areas planned for industrial uses to ensure that these areas develop with high quality, compatible design. Standards and guidelines should address elements including, but not limited to, minimum lot size, building scale, building setbacks, lighting, landscaping, screening and fencing, signage, internal circulation, and building materials.
- Portland should develop a design review process for nonresidential development to ensure compatibility with adjacent land uses and the community's character as a whole.
- Portland should periodically evaluate its development review and approval process, and should revise it as needed to ensure the following:
 1. Adequate opportunity is provided for public input in appropriate development projects;
 2. Consistency and predictability are maximized for all parties involved in the process; and
 3. The process helps to achieve the goals and implement the policies of the Comprehensive Plan.
- Portland should ensure that adequate public notice is provided at appropriate phases of the development process, and that hearings provide the public with opportunities for meaningful input on public decisions.
- Rezoning requests (or other development approvals) for land uses not consistent with the Future Land Use Plan, except for previously established and approved land uses, should not be considered until the Comprehensive Plan has been amended, as necessary, to provide for such land uses. In those cases where development requests are not consistent with the Plan, the City should process such requests and Plan amendments concurrently and in a timely fashion.
- Portland should only approve amendments to the Future Land Use Plan that meet the established standards for public facility service as described in the Thoroughfare Plan and Public Facilities elements of the Comprehensive Plan and in the community's development regulations.

The Future Land Use Plan is not the community's official zoning map. It is a guide for future land use patterns. The Future Land Use element and all other aspects of the Comprehensive Plan are implemented primarily through development regulations (zoning and subdivision ordinances) or through programs which fulfill other policy objectives, such as programs that establish capital improvement priorities/plans or raise revenues to finance public facilities and services. The Zoning Ordinance text and map determine which specific development requirements apply to a particular property.

Figure 27. Future Land Use Plan Map and **Figure 29. Olde Town Site Concept Plan** is intended to provide an overall framework for guiding the actions of the different entities responsible for determining Portland's future. It will be important that the Plan be used on a daily basis in order for the City to enjoy the benefits of coordinated development over a long period of time.

Community Image 7

Image plays a strong role in a community's perception and livability by its residents and visitors. This section addresses a range of issues related to Portland's image, including identity, corridors, neighborhood design, and guidelines for future development.

Introduction

Often thought of as mere beautification of a city, urban design is really a much more complex process of ordering a community's natural and man-made features to establish a distinct, visual image and identity -- a "sense of place" -- for the community. Urban design principles strive to improve the quality of life, or "livability", within a city by enhancing the man-made environment and by creating new opportunities for social interaction among residents. Good urban design practices also help to create a legible development pattern which makes the community understandable to residents and visitors alike. They often deal with the sensory response of people to the community's physical environment: its visual appearance, its aesthetic quality, and its spatial character. Good urban design practices can be used to bolster people's sense of well-being and civic pride, their awareness of different places within the city, and even their behavior toward one another. In short, the careful application of urban design principles in city planning may help to protect the quality of the environment (both natural and man-made), and the corresponding quality of life enjoyed by residents and visitors, as a city or town changes over time.

Cities and regions continually change in response to both positive and discordant economic and social forces. Reinforcement of positive changes and mitigation of less desirable trends are important civic and planning objectives. The practice of good urban design does not typically attempt to resolve a community's underlying social problems directly. Instead, it tries to mitigate the effects of these problems, hopefully in a proactive way, and it builds upon the positive aspects of the community to improve the overall quality of social life and to enhance feelings of civic pride and accomplishment among residents. The creative application of specific urban design improvements, no matter how large or small they may be, should result in a more aesthetically and functionally stable community which is a happier and healthier place to live not only in the physical sense, but in the psychological and emotional sense, as well.

The Community Image element of the Comprehensive Plan provides a foundation for the creative application of good urban design principles and practices in Portland. It integrates urban design considerations into Portland's growth and development processes to create an attractive and recognizable physical environment that complements the functional organization of the City, which reinforces a sense of "community" among the people who live here, and that strengthens Portland's image and identity as a community of excellence in business, residence and leisure.

The "Livable" City

Many factors contribute to the "livability" of a city. The overall impression that a community imparts to residents and visitors is a good indication of the livability of a city. The City of Portland's physical appearance is one aspect of the community which can be encouraged or promoted to enhance its livability.

Portland has taken a number of measures to make the community an attractive place to live and work. This element of the Comprehensive Plan is intended to identify those aspects of the urban fabric which could be enhanced or improved to increase the community's pride and commitment in working toward quality physical growth and development. The perception and character people "feel" as they travel through Portland is one of the most important issues regarding urban design as used within the context of this Plan.

Several major aspects of the City's physical design have been identified which can enhance the image the public has of Portland, and which can contribute toward making Portland a better place to live, work and play:

- Community focal point(s)/landmark(s);
- Gateway treatments at selected points along major arterials;
- Methods of creating better residential neighborhoods, and of protecting and enhancing existing neighborhoods;
- Street scene and parking area treatment along major thoroughfares (e.g., screening, landscaping, etc.) and travel corridors;
- Site design criteria for new development; and
- Signage, street lighting, and other streetscape amenities.

The physical design goals referenced within the Goals and Objectives component of the Comprehensive Plan are based upon community input, and they identify the need to improve the physical quality and appearance of Portland. By considering the design of the City as a whole and by considering the design of specific sites or locations, enhancement of the overall image of the City can be achieved. This element of the Plan serves as a guide for achieving such community design goals and objectives. The following discussion and recommendations address the physical components responsible for making positive changes in the appearance of the community, and for improving the community's overall quality of life and livability.

Urban Design Challenges and Solutions

The following recommendations are presented to improve the image and overall livability of Portland, focusing on the man-made environment that can be enhanced. These elements relate to the sensory response of people to the physical environment in terms of its visual appearance and spatial character and relationships.

Lack of Community Identity

Cities often lack visual individuality. For some cities, especially in metropolitan areas similar to the Corpus Christi vicinity, it is often difficult to distinguish the physical appearance of one neighboring community from another. These offshoots of larger central cities generally have no real identifiable image or identity that sets them apart from each other. They generally do not have the advantage of distinctive skylines as identifying elements, as do larger cities. They must endeavor to create their own identity, or "signature", in other ways that are both conducive and responsive to their own individual size, scale and character. A recognizable image/identity is not only important to the inhabitants of a particular community, it is also important to those who live within surrounding areas and to visitors. It helps to provide orientation -- a point (or place) of reference for people moving into, within and out of a community.

The "sameness" that is often inherent to communities within a particular geographic area makes it appear that each one is just like its neighbors. For example, the visual appearance of Portland to a traveler along U.S. Highway 181 may be the same, or very similar, to the appearance of similar highways in Corpus Christi or other coastal cities. Since developers and their architects often adhere to popular design trends of a particular time period, rapid development tends to result in homogeneity of style -- it all looks similar. This lack of design variety, especially along major travel corridors, tends to create anonymity within a region -- one community looks just like its neighbor, and it is difficult for people to know when they have left one city and entered another. Of course, many communities have taken steps to beautify and individualize their physical appearance,

thereby creating their own image/identity to set them apart from their neighboring cities. Therein lies the challenge for Portland.

Community Focal Points/Landmarks

Many communities lack identifiable landmarks and focal points of activity, which creates orientation problems for residents and visitors. Prominent landmarks also tend to enhance guidance and way-finding, which entails knowing where one is located at any given time, and knowing how to reach any other place within the community. Landmarks (also referred to as focal points) are highly visible elements, or areas, that are readily recognizable by residents and visitors as important places, such as downtowns, major shopping centers, entertainment or employment centers, etc. They are also very useful in helping people find their way around within a community or a special area. Landmarks can be any easily seen element within a city, such as a tall church steeple, an architecturally dominant building, a significant natural feature (such as Corpus Christi Bay or Nueces Bay), or even a water tower.

The bay and areas along it are major focal points or landmarks that help residents and visitors find their way around the community. In many respects, most people associate the views from U.S. Highway 181 as the primary image/identity people have of Portland. It is recommended that the City begin to define, and encourage the creation of, other visible focal points and landmarks to help enhance the City's image and identity. Since U.S. Highway 181 is the primary traffic corridor through Portland, the creation of new focal points along this corridor would seem logical and beneficial to the community.

Figure 31. View of the Bay



Figure 30. Development along the Bay



Figure 32. Original Town Site Area



Gateway and Entryway Treatment

Gateways, also known as entryways or portals, can provide a strong sense of arrival to, as well as a comforting sense of departure from, the community. They are the first thing visitors see when they come into a community, and the last impression visitors have when leaving, and they can provide a strong indication of a community's image if they are prominent enough.

One of the major urban design issues facing Portland is the visual continuity, or sameness, along its major thoroughfares and highways. Currently, there is little to distinguish Portland from other communities along major access corridors into the City. Properly developed, the establishment of distinctive gateways into the City could add greatly to Portland's sense of identity, and could create the sense of "arrival" which is currently lacking, particularly when entering the community from the north (see **Figure 33. Entry into Portland from the North**). Entry into the City from the south is from the causeway bridge which connects Portland to Corpus Christi. The vast length of the causeway, as well as its height in the center, provides a long, drawn out prelude to entering the city from Corpus Christi. Sunset Lake and Indian Point Park are the first views visitors have of Portland (see **Figure 34. Entry into Portland from the South**), and they represent a tremendous opportunity for creation of a memorable gateway into the community.

The Texas Department of Transportation (TxDOT) has installed landscape features along U.S. Highway 181 at the entrance to Portland from the across the bay. This treatment will act as an entryway feature, in addition to two sites identified for future gateways at the north end of the Nueces Bay Causeway and north of FM 3239. The design of these gateways, or entry points, into Portland should be guided by several factors. One of the most obvious factors is the number of people using a particular entry point. An entry feature along the highway leading into the City from the north could be as simple as a carefully designed landscape feature, which may include a special type of signage or other identifier that signifies arrival into the community. Many cities throughout Texas have successfully utilized this technique, but the degree of success or effectiveness has been greatly dependent upon the design quality of the entry feature, as well as upon how strategically it is located and how visible it is from the road.

Priority for funding entry features, both in terms of total dollars spent per entry point and in terms of the timing of expenditures, should be directly related to the number of people using a particular entry point. Often, donations can be solicited from civic groups to assist in the funding of specific gateways and/or their maintenance (e.g., an "adopt a gateway" program).

Another important factor in the design of entry points is to develop an entry which provides a sense of identity for the community, while projecting a positive and desirable image for the City. This can be accomplished through careful use of signage, landscaping, and other design elements such as lighting, fencing, paving patterns, art/sculptural elements, and a variety of earth forms. Consideration should be given to establishing a uniform design concept for all gateway treatment areas, and hierarchical distinction between major and minor gateways can be achieved through design modification for each type of entry feature.

Design of entry features should take into consideration the setting in which each feature will be placed, as well as the traffic speed with which it will be viewed. Although any entry feature might ideally be placed at the corner of a roadway intersection which is at, or near, the true City limits, the design of the feature might conflict either visually or aesthetically with an adjacent retail use at the intersection. In such a situation, it may be prudent to move the entry feature further into the City to provide a better setting and better visibility. The traffic speed at which an entry feature is viewed must also be taken into account, and the size, boldness and scale of the feature should be designed accordingly.

Figure 33. Entry into Portland from the North



Figure 34. Entry into Portland from the South



Character and Design of Residential Neighborhoods

The design and character of residential neighborhoods is also an important component of the City's overall urban design portfolio. As more property is developed into residential subdivisions, such design factors as entry features into subdivisions, screening, lighting and landscaping, as well as the design layout of the subdivision itself, will be critical to the perception of Portland's residential neighborhoods. While the City clearly must provide developers with options appropriate to the marketing of their subdivisions, the City must also strive to maintain some continuity between

Figure 35. Older Residential Neighborhood



Figure 36. Newer Residential Subdivision



different residential subdivisions along a major thoroughfare. Older residential neighborhoods will need gradual improvements in such necessities as street paving (see **Figure 35. Older Residential Neighborhood**) and utility service, but newer residential subdivisions (see **Figure 36. Newer Residential Subdivision**) offer the potential of embracing and including positive design elements that will add value, both aesthetic and monetary, to the homes constructed within them.

One of the factors that will determine the ultimate efficiency of Portland's thoroughfare system is the manner in which properties adjacent to major thoroughfares are developed and used. By regulating points of access into adjacent properties, and by providing for wider spacing of intersecting streets, it becomes possible to maximize the traffic capacity and the efficiency of each thoroughfare. Another important consideration will be the manner in which public and private landscape improvements occur within, as well as adjacent to, the thoroughfare rights-of-way. By coordinating and guiding both of these factors, the City can create a safe and efficient thoroughfare system that projects a positive image for the community and for adjacent residential subdivisions.

Typical New Subdivision Treatments

Major secondary thoroughfares typically attract large volumes of traffic; therefore, it is not desirable to front residential lots directly onto these streets. Fronting residences on major thoroughfares will reduce efficiency of the thoroughfares due to the number of driveways, curb cuts and cross-streets, as well as the possibility of on-street parking in front of the houses. Also, whenever a subdivision's layout produces lots fronting onto a major thoroughfare, there is ultimately pressure later on to convert these residences into "strip" retail or commercial land uses. Obviously, the frontage of all major arteries within the City cannot be used for retail and commercial purposes. As stated within the Future Land Use Plan element, the preponderance of retail uses will be along and adjacent to U.S. Highway 181. The demand for retail development within Portland will not justify the allocation of retail land uses to other areas.

The general appearance and image of residential neighborhoods and the City as a whole are also greatly affected by the orientation of development along the major streets. Fronting lots onto major roadways tends to present aesthetic and noise problems for area residents due to large amounts of traffic passing in front of homes. Of equal importance is the safety factor when area residents must back their vehicles into the arterial to leave their homes. No space is typically provided along arterial streets for parking which would serve the needs of visitors, deliveries, etc.

The practice of backing residential lots onto major streets produces other problems including unsightly appearances, since rear entry garages become exposed to the roadway and since rear yards are generally not as well maintained as front or side yards. A preferred approach is to side residential lots onto major streets since this allows more visibility into the neighborhood with views of home fronts, landscaped yards, etc. This tactic also enhances neighborhood security and minimizes negative traffic impacts upon the surrounding major thoroughfares. The careful treatment of subdivision design adjacent to future major thoroughfares will contribute to the safety and capacity of the thoroughfares, and will help to protect adjacent residential properties from the negative influences of these roadways and from pressures to convert residences into nonresidential land uses in the future.

The following illustrations show residential lot arrangements that are designed to protect not only the residences, but the capacity and function of the adjacent thoroughfares. One method of accomplishing a desirable thoroughfare/residential relationship is to design residential lots fronting onto a parallel residential street and backing onto the major thoroughfare (see **Figure 37. Single Family Residential Lot Layouts Adjacent to Major Thoroughfares**). By restricting access and by providing a screening wall or suitable landscape treatment along the rear of the lots backing onto the major thoroughfare, it is possible to avoid problems that would be created if all abutting lots had direct access onto the major thoroughfare. Intersections of collector streets or other subordinate roadways should be spaced as shown on the Thoroughfare Plan (see **Figure 23. Thoroughfare Plan**).

Street spacing such as this will result in an interior subdivision design permitting access to the neighborhood, but discouraging the movement of through traffic within a residential area. In conjunction with this method of lot arrangement, the City should adopt a comprehensive screening program for lots that back onto collector and larger sized roadways. This program should offer developers several design choices. It is recommended that several screening concepts be developed and included in the Subdivision Ordinance. The screening alternatives could consist of some or all of the following:

- A solid brick masonry wall with optional overstory trees; or
- A brick masonry wall with brick detailing and aluminum or steel tubing (for a “wrought iron” appearance in the non-masonry sections) and living evergreen shrubs. At least 60 percent of the wall surface must consist of brick masonry; or
- A solid living screen (trees and evergreen shrubs) with prescribed landscape materials; or
- Brick or stone columns with solid wood fencing.

A second method of arranging lots in relation to a major thoroughfare is also shown in **Figure 37. Single Family Residential Lot Layouts Adjacent to Major Thoroughfares**. In this example, a frontage road has been added, providing access to lots which front or side onto the major thoroughfare. This technique, however, requires additional right-of-way and the installation of

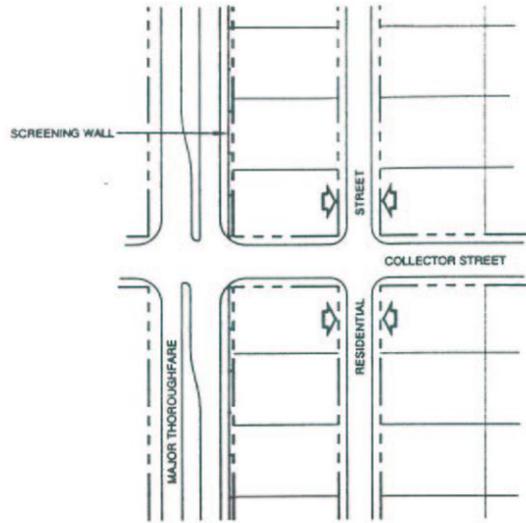
more curb and street pavement than the first method. The cost of developing the frontage roads and providing additional street rights-of-way is obviously higher than other techniques, but frontage roads allow access points to be more widely spaced and they provide excellent buffers to heavy traffic movements along the major thoroughfare. This technique is also desirable in areas where business or industrial developments are located adjacent to high capacity thoroughfares.

Figure 37. Single Family Residential Lot Layouts Adjacent to Major Thoroughfares also shows how short, "open" ended cul-de-sac streets may be used to create lots that do not have direct access onto a major thoroughfare. This technique offers a practical and economical way to protect the capacity of the major thoroughfare, as well as preserving the integrity of the residential neighborhood. This method of "siding" residential lots generally does not require screening walls; therefore, it is one of the more desirable options utilized by developers. Cul-de-sac streets can be efficient methods in developing land and are very desirable on which to reside due to minimal traffic flows. The use of cul-de-sac streets alternated with through collector streets intersecting with a major thoroughfare tends to yield an efficient lot layout design and it also maximizes thoroughfare capacity and efficiency.

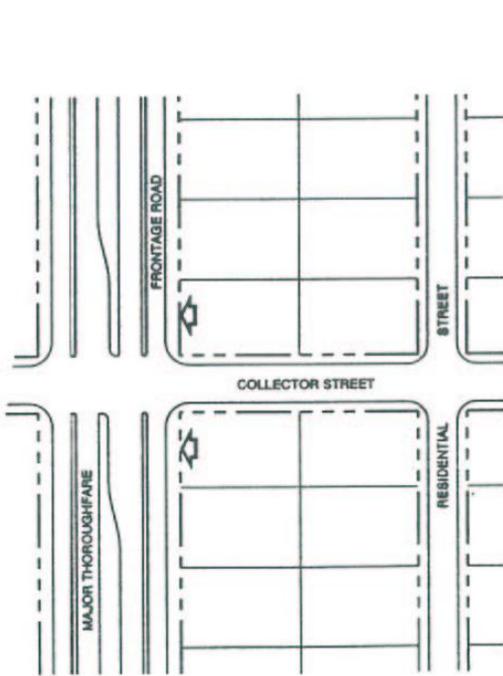
Figure 38. Comparison of Pavement vs. Lot Yield for Suggested Residential Street Configurations Adjacent to Major Thoroughfares shows comparative examples of pavement versus lot yield for several suggested residential street configurations adjacent to major thoroughfares.

Figure 39. Typical Residential Neighborhood Layout shows a typical, generalized neighborhood layout and how the proposed subdivision treatments and thoroughfare standards may be used. The most important aspects of the illustration are that major thoroughfares bound the residential neighborhood area and residential lots are not allowed to front directly onto these roadways. Many lots back to the major thoroughfares, and cul-de-sacs are used to open up the neighborhood and to provide access to residences from interior streets rather than directly from the major roadways. Collector streets are not continuous, but are instead offset within the interior of the neighborhood which discourages cut-through traffic.

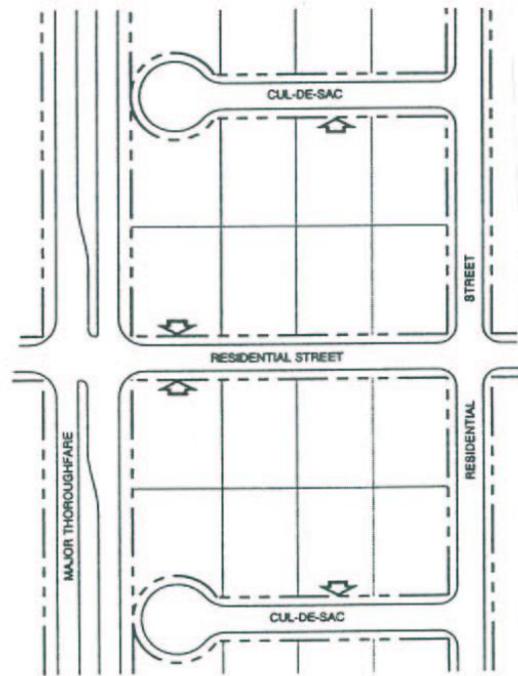
Figure 37. Single Family Residential Lot Layouts Adjacent to Major Thoroughfares



Lots Rearing on Major Thoroughfare or Collector



Lots Fronting on Major Thoroughfare



Lots Siding on Major Thoroughfare and Fronting on Cul-de-Sac

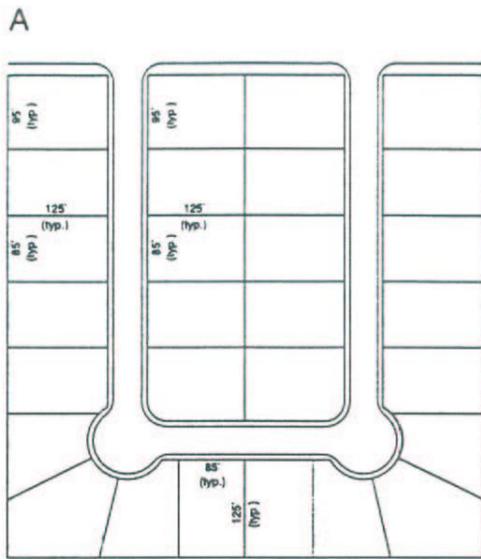
Internal Collector Street System and Neighborhood Design

The skeleton, or framework, for residential neighborhood layout design is the internal street system. The internal street system largely determines the efficiency and effectiveness of the neighborhood's overall design, and the relative success in achieving a desired neighborhood character. Neighborhood street systems should be designed to provide for safe and convenient pedestrian, bicycle and automobile access to homes and to neighborhood facilities such as schools and parks. Such street systems should be designed to discourage outside and cut-through traffic which has no origin or destination within the neighborhood. They should also be designed using simple and coherent circulation patterns, thus avoiding confusion and disorientation.

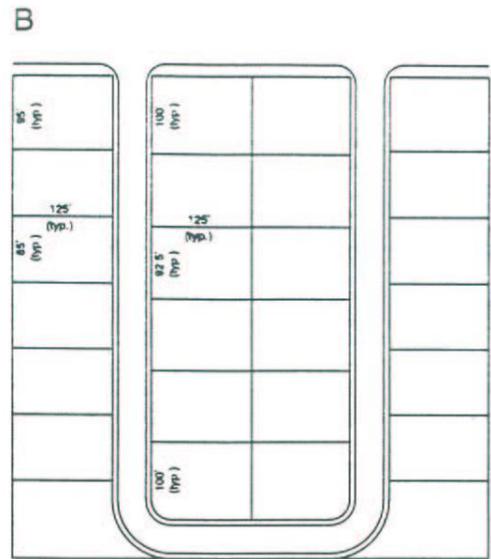
The key streets which are intended to collect and carry traffic to the surrounding arterial streets, and to carry traffic to specific locations within the neighborhood (such as schools and parks) are called collector streets. These are the most important internal streets for pedestrian, bicycle and automobile traffic entering or leaving the neighborhood, and they should be designed to carry higher traffic flows than smaller residential streets. Collector streets are particularly important in Portland, since many of the streets that will be constructed in the near term will be of this type.

Additionally, it is recommended that sidewalks be incorporated in all new subdivisions, with the possible exception of large rural lots in which sidewalks are not generally needed. Sidewalks design can either discourage or encourage their use – either inviting for pedestrians by having a landscape buffer from the street or not inviting by placing pedestrians closer to moving vehicles.

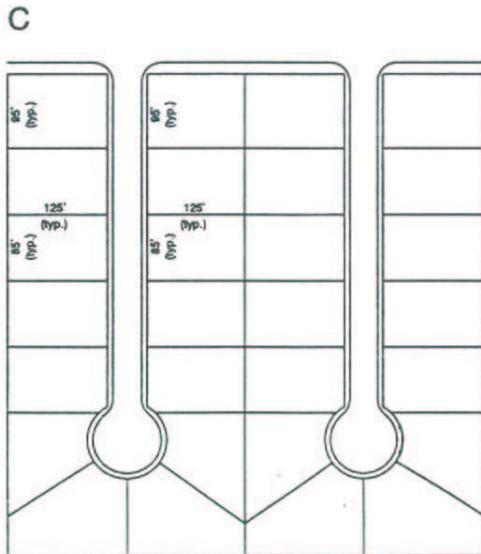
Figure 38. Comparison of Pavement vs. Lot Yield for Suggested Residential Street Configurations Adjacent to Major Thoroughfares



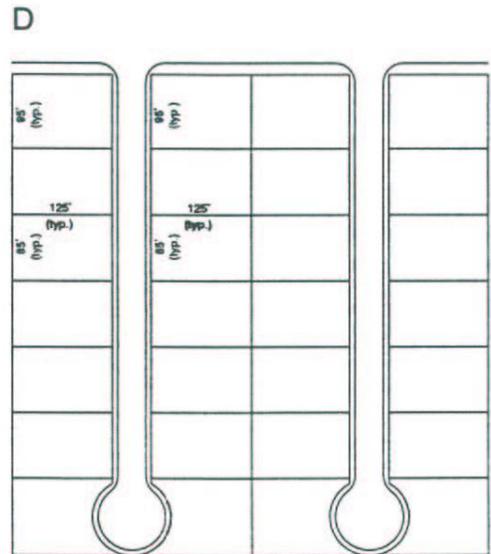
Lots = 28
Pavement = 67,990 S.F.



Lots = 26
Pavement = 72,354 S.F.

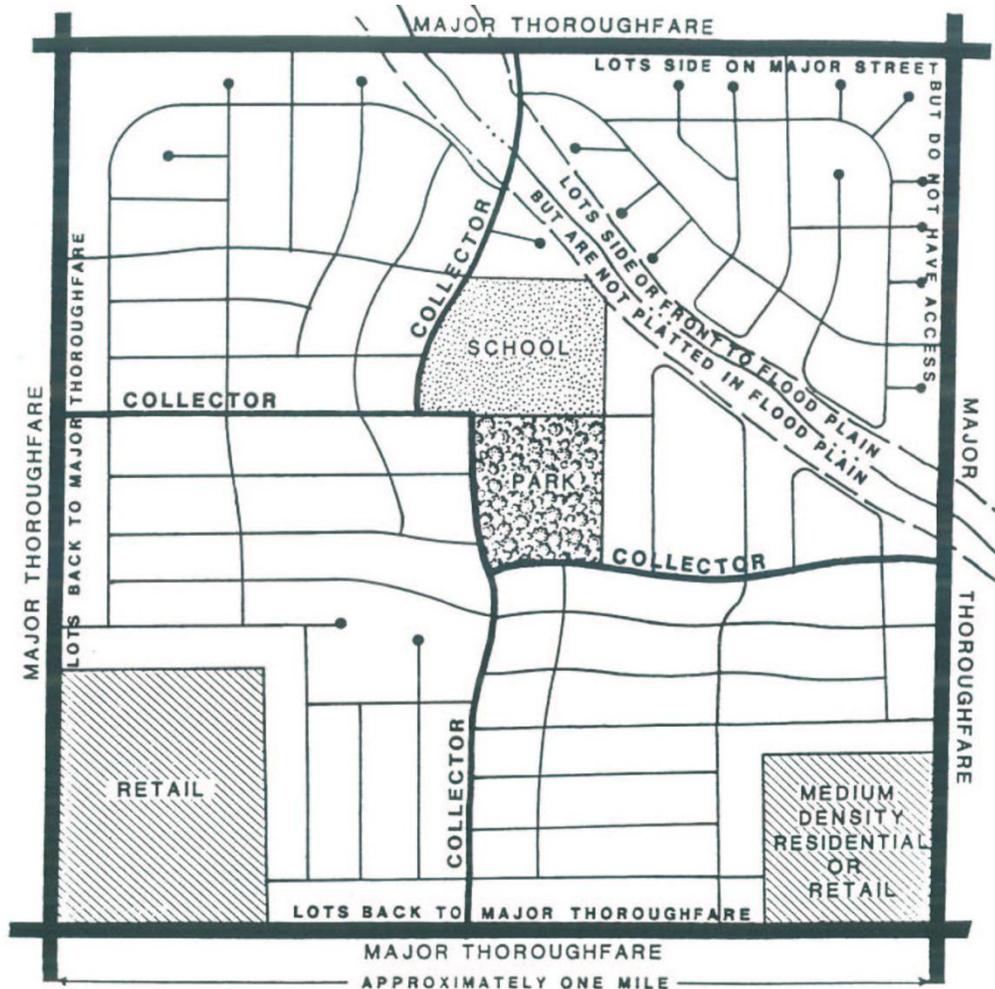


Lots = 28
Pavement = 57,872 S.F.



Lots = 28
Pavement = 67,894 S.F.

Figure 39. Typical Residential Neighborhood Layout



The number and spacing of collector streets should be based upon the neighborhood's overall density and upon the neighborhood's relationship to surrounding land uses. Some existing streets, such as Broadway Avenue, are collector streets in size (i.e., right-of-way width), but due to their length and their configuration they will tend to function more like major arterials. Portland's policy should be to have one or two collector streets enter the neighborhood from each surrounding arterial to achieve dispersal of traffic among several streets rather than concentrate it on only a few streets. Such a policy is consistent with the objectives of creating quiet, safe neighborhoods and minimizing traffic impacts upon residential dwellings. It also helps to reduce the number of traffic signals required at intersections of arterial and collector streets, preserving the capacity of and minimizing traffic delays on the major streets. This is achieved partly by providing a number of convenient locations where easy right turns can be made out of the neighborhood and onto arterial streets. Alignment of collector streets across arterial streets provides for safe crossings of neighborhood boundary streets, particularly for pedestrians and bicyclists, allowing for travel between neighborhoods without requiring travel along busy arterial streets. Such alignment also provides locations for effective traffic control. Capacity and convenience of collectors within neighborhoods can be maintained by the placement of appropriate traffic control devices (e.g., "stop" or "yield" signs) to give priority to collector street traffic.

Internal Residential Street System

The neighborhood's internal street system includes local, or residential, streets which distribute traffic to individual lots or dwellings. It also includes public sidewalks and easements which provide vehicular access to the back of residential lots for rear-entry garages, solid waste pickup, and other services. The City should require a guarantee from developers for public improvements such as water and sanitary sewer lines, street curb and gutter paving, sidewalks and storm drainage facilities during the platting process to ensure adequacy and timely construction of these facilities.

City standards for internal street systems include the following:

- Concrete or comparable all-weather street construction;
- Accept no half-street dedications;
- Generally, internal neighborhood streets should not be located along subdivision boundaries;
- Require street connections between residential subdivisions; and
- Minimum street construction design standards.

A well-planned, balanced street system can do much to assist the appropriate location of neighborhood land uses. Arterial and collector streets have a significant role to play in the determination of appropriate locations for higher intensity land uses. Street systems represent a major public investment requiring high levels of maintenance in order to successfully perform their functions. If neighborhood street systems are under-designed or over-loaded beyond their planned capacities, City traffic may cause them to deteriorate regularly, requiring restoration and repair on a frequent and costly basis. They should be designed to enhance the desired neighborhood character and to avoid conflict with residents' enjoyment of their neighborhoods as places to live and play.

Typical Streetscape Treatments for Travel Corridors

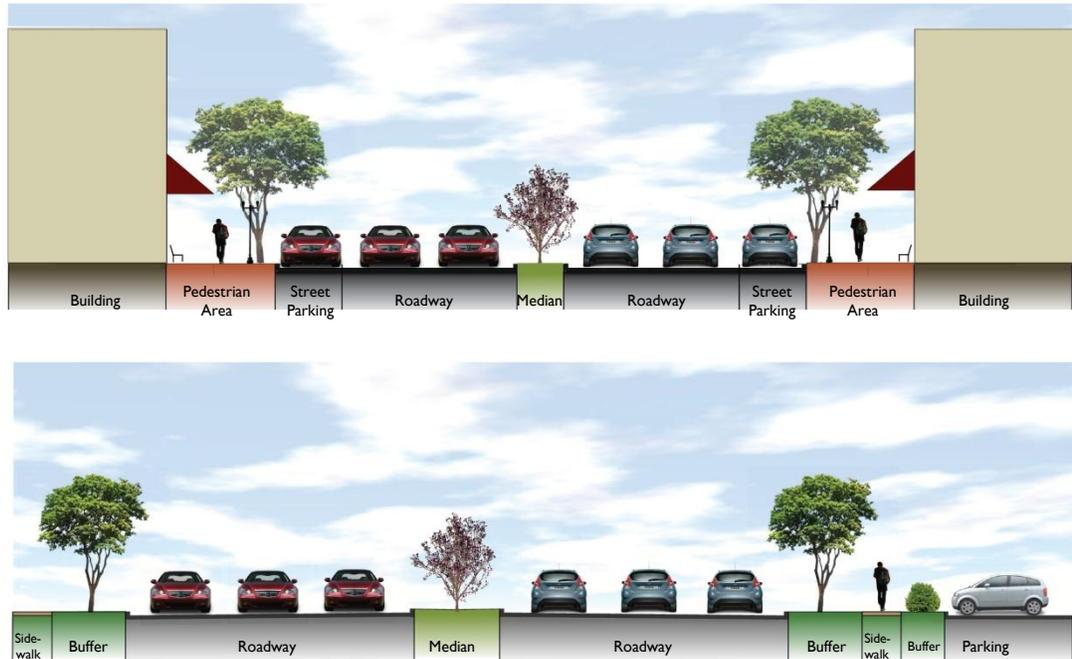
The term "streetscape" has been developed in recent years to describe the visual image that is projected by a city street and by various elements within and surrounding the street right-of-way. Overhead power lines, traffic signals, signs, light fixtures, plant materials, and street paving are some of the most noticeable physical elements that are found within a typical streetscape. The visual appearance of adjacent developments and their physical form also influence one's perception of a streetscape and the overall community.

Figure 40. Examples of Pedestrian Friendly Roadways shows cross-sections incorporating some pedestrian-friendly amenities. Pedestrian-friendly recommendations include:

- Adequate lighting should be provided along pedestrian-ways in order to ensure safety of the pedestrian and to encourage pedestrian activity.
- Bike lanes should be included along thoroughfares where possible to encourage non-vehicular traffic and ensure safety of the cyclists.
- Landscaping elements, including shade trees and decorative planters, should be incorporated wherever possible along pedestrian thoroughfares, preferably using native plant species.
- Roadway design should also be compliant with the American with Disabilities Act (ADA), incorporating elements such as curb ramps.

- Sidewalks should be in place throughout the City, particularly within nonresidential areas to create walkable shopping centers and more vibrant areas. It is recommended sidewalks be at least five feet in width to accommodate passing pedestrians, or at least seven feet to accommodate bicycles. In addition, all sidewalks should include curb ramps at all pedestrian crosswalks.

Figure 40. Examples of Pedestrian Friendly Roadways



The streetscape within Portland is now generally evolving from a small community to a growing and dynamic city. Steps should be taken now, as new development occurs, to improve and upgrade the image of the City as seen from the major roadways within and around Portland.

The process of planning for the streetscape along major thoroughfares within Portland has been developed through the efforts of public and private groups. Portland should adopt landscape requirements within the Zoning Ordinance which incorporate objectives that are envisioned to create a quality streetscape, to generate a positive community image, and to enhance property values within the community. Generally, the concepts utilize accent planting techniques to provide variety and color, while requiring street trees to establish a sense of cohesiveness throughout the City. Landscaping and related features add to the attractiveness of any development site, but are particularly effective on retail and multi-family sites. It is therefore suggested that the City continue to pursue reasonable and practical landscape requirements for retail uses, offices and apartment complexes, as well as along the edges of residential subdivisions.

Site Design Criteria for New Development

Another important aspect of creating a more attractive streetscape includes specific site design items which can be addressed by the private sector during site development. Often, much of what creates a better view from the street is simply better site design. Site design review can be incorporated into the City's normal project review of site plans. The following sections discuss examples of site design elements or construction material usage which could enhance nonresidential developments, especially along U.S. Highway 181. These examples could be adopted as separate policies or guidelines, or they can be incorporated into one of the City's existing ordinances.

Figure 42. Shopping Center Parking Area without Landscaping shows a shopping center parking area which could have been more aesthetically pleasing if it had incorporated landscaping into the design. Even small landscaped areas can enhance the overall appearance of nonresidential development (see **Figure 43. Landscaped Nonresidential Area**).

Landscaping for Nonresidential Developments

Purpose:

- Enhance the view and image of the community, particularly from U.S. Highway 181.
- Contribute to the overall quality and visual appearance of individual developments.
- Reduce glare from paved surfaces, and break up large expanses of paving.
- Replenish oxygen supply and provide natural air conditioning.
- Provide visual relief and open space within urbanized developments.

Guidelines:

Require a minimum ten-foot (10') landscaped edge (i.e., interior parkway) adjacent to any street right-of-way. Reduce the landscaped edge

Figure 41. View Along U.S. Highway 181



Figure 42. Shopping Center Parking Area without Landscaping



Figure 43. Landscaped Nonresidential Area



requirement to five feet (5') for secondary frontages to the rear or side. In addition, a ten-foot (10') landscaped edge should be provided adjacent to a street with a smaller right-of-way width if a residential use exists or is planned adjacent to the nonresidential use. The landscaped edge can include street right-of-way. The right-of-way must be sodded and seeded with grass, or it must be planted in low height groundcover.

All landscaped areas shall be protected by a raised, monolithic curb and shall remain free of trash, litter and car bumper overhangs. Landscaped areas containing trees and shrubs shall be no less than five feet (5') wide. Landscaped areas within parking lots should generally be at least one parking space in size, with no landscaped area less than fifty (50) square feet in area. Within parking lots, landscaped areas should be located to define parking areas and to assist in clarifying appropriate circulation patterns. Landscaped islands should be located at the terminus of all parking rows, as well as interspersed along lengthy parking rows, and should contain at least one shade tree. Total landscaped area within a parking lot shall equal at least sixteen (16) square feet per parking space.

Require one (1) shade tree per twelve (12) parking spaces within parking lots that contain twenty (20) or more parking spaces. Allow 25 percent of the required trees to be planted within the landscaped edge.

Provide a bonus or incentive for use of native and/or drought-resistant plant materials (i.e., xeriscape) from an approved list.

Provide a listing of appropriate plant materials for use within required landscaped areas. Use of plants not specified should be subject to approval by the City.

Implementation:

Revise the existing Zoning Ordinance to incorporate the guidelines suggested above.

Building Materials and Articulation

Purpose:

- Improve the quality of building materials and building design to protect aesthetics and value.

Figure 44. Example of Building Articulation



Guidelines:

The City should create a list of acceptable and/or unacceptable building materials and colors for nonresidential and multiple family residential development, particularly highly visible developments along major thoroughfares. One method of ensuring quality building materials is to assign materials within a “class” system. The City can require a certain percentage of each class be used in the design, with an emphasis on the building façade. Earth tones should be at least 85 percent of the building façade, excluding doors and windows. Project colors should be approved at the time

of site plan approval.

In addition to materials, building articulation is another important aspect of building design to consider. Building articulation refers to any prominent architectural feature that breaks or interrupts up a wall plane, either horizontally or vertically. Façade articulation should be required for all buildings greater than 10,000 square feet – at least five feet in depth for every fifty feet in vertical or horizontal surface length.

Implementation:

Revise the existing Zoning Ordinance to incorporate the guidelines suggested above.

Screening and Location of Outside Storage and Loading Areas

Purpose:

- Improve appearance of community from public streets and neighboring properties (see **Figure 45. View of Outside Storage and Screening Option**).
- Prevent public access to storage areas.

Guidelines:

Loading docks, service doors, and outside storage areas should not face onto or be visible from a major or secondary arterial, wherever possible.

When loading docks and/or outside storage areas are located within a side yard, they should be screened from adjacent properties and public rights-of-way by using either brick/masonry walls and/or earthen berms. An appropriate combination of trees and shrubs from the approved plant list may also be used to meet this screening requirement with specific City approval.

Encourage relocation and/or underground placement of existing and future electrical feeder lines and other utility lines (e.g., telephone).

Implementation:

Guidelines regarding screening and placement of loading docks should be incorporated into the comprehensive Zoning Ordinance update.

Figure 45. View of Outside Storage and Screening Option



Access, Driveways and Median Openings

Purpose:

- Improve traffic flow along arterials and collector streets.
- Reduce required pavement surface area, thus reducing storm water run-off and providing opportunities for landscaped enhancement.

Guidelines:

1. Require mutual access easements between businesses along all major traffic arterials to promote lateral ("cross") access between properties and to minimize driveway openings (see **Figure 46. Driveway Openings**).
2. Promote shared driveway openings and limit driveway openings to one per property on parcels with less than 300' of frontage. On larger parcels, permit no more than one driveway opening per 300 linear feet of frontage along a thoroughfare.
3. Require site visibility easements to ensure proper visibility at corners and at driveways (see **Figure 46. Driveway Openings**).
4. Incorporate driveway configuration and spacing guidelines (see **Figure 47. Driveways: Width, Radius, and Spacing** and **Figure 48. Driveways: Configurations**).

Implementation:

The City of Portland's Construction Standards should continue to utilize design and construction standards for driveway opening widths, radii and spacing (see **Figure 47. Driveways: Width, Radius, and Spacing** and **Figure 48. Driveways: Configurations**).

Figure 46. Driveway Openings

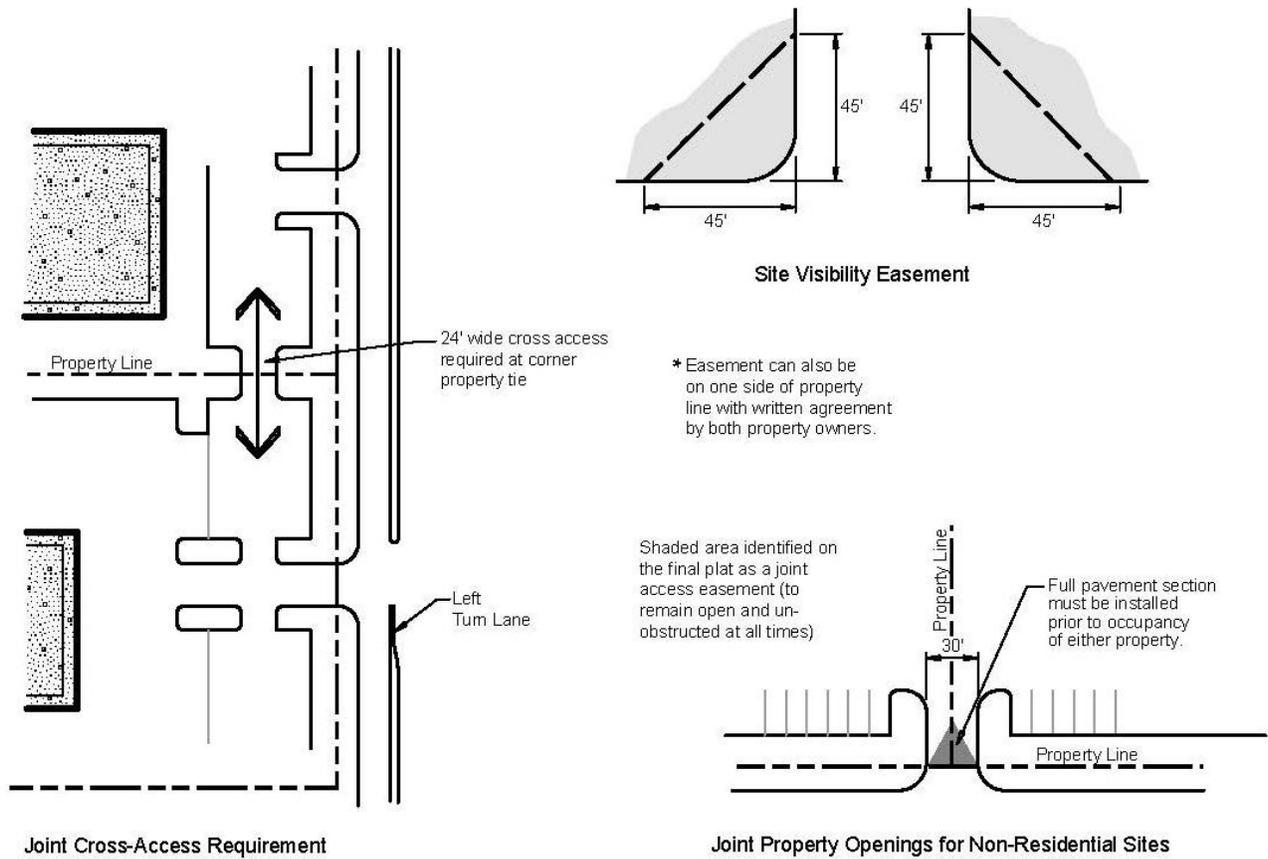


Figure 47. Driveways: Width, Radius, and Spacing

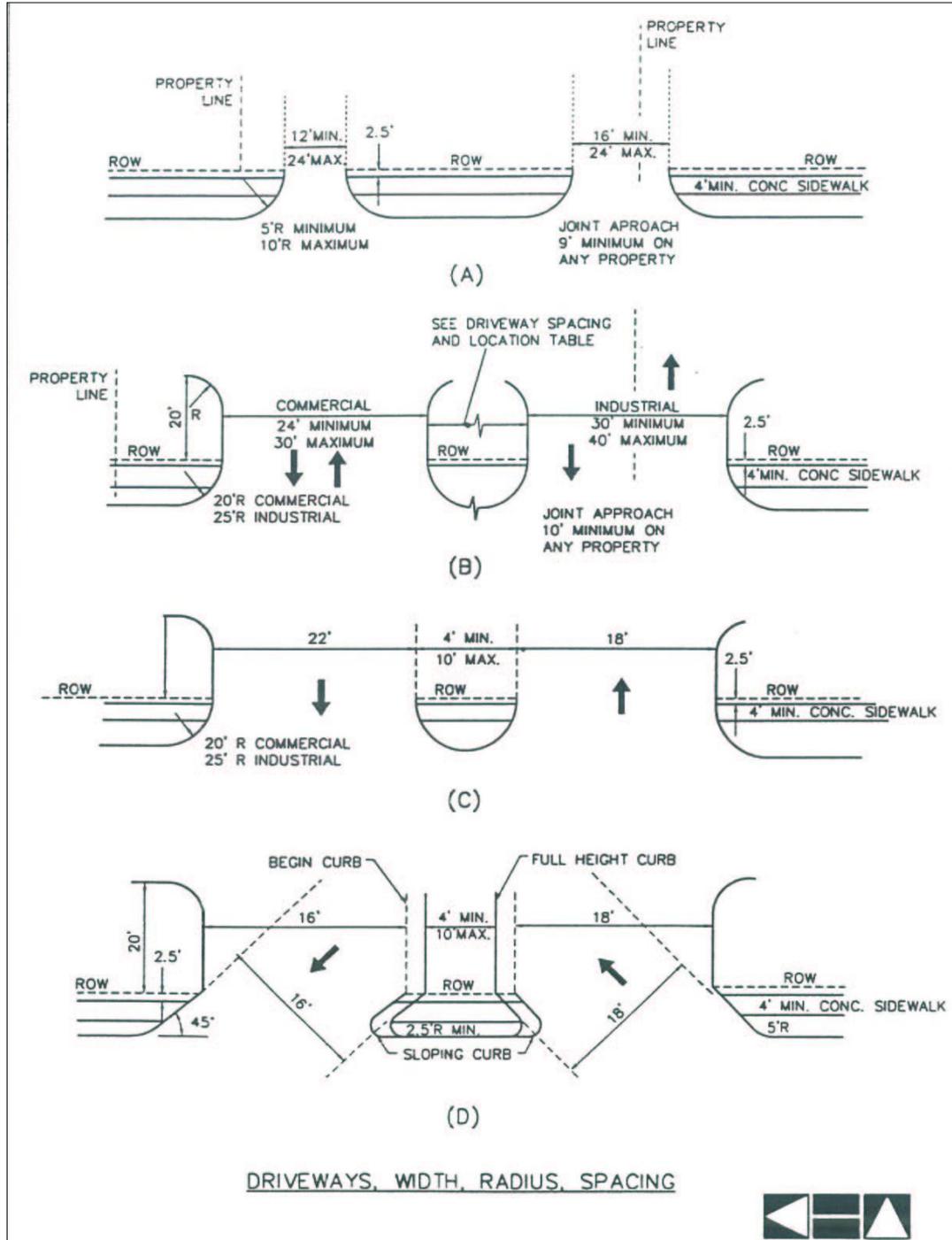
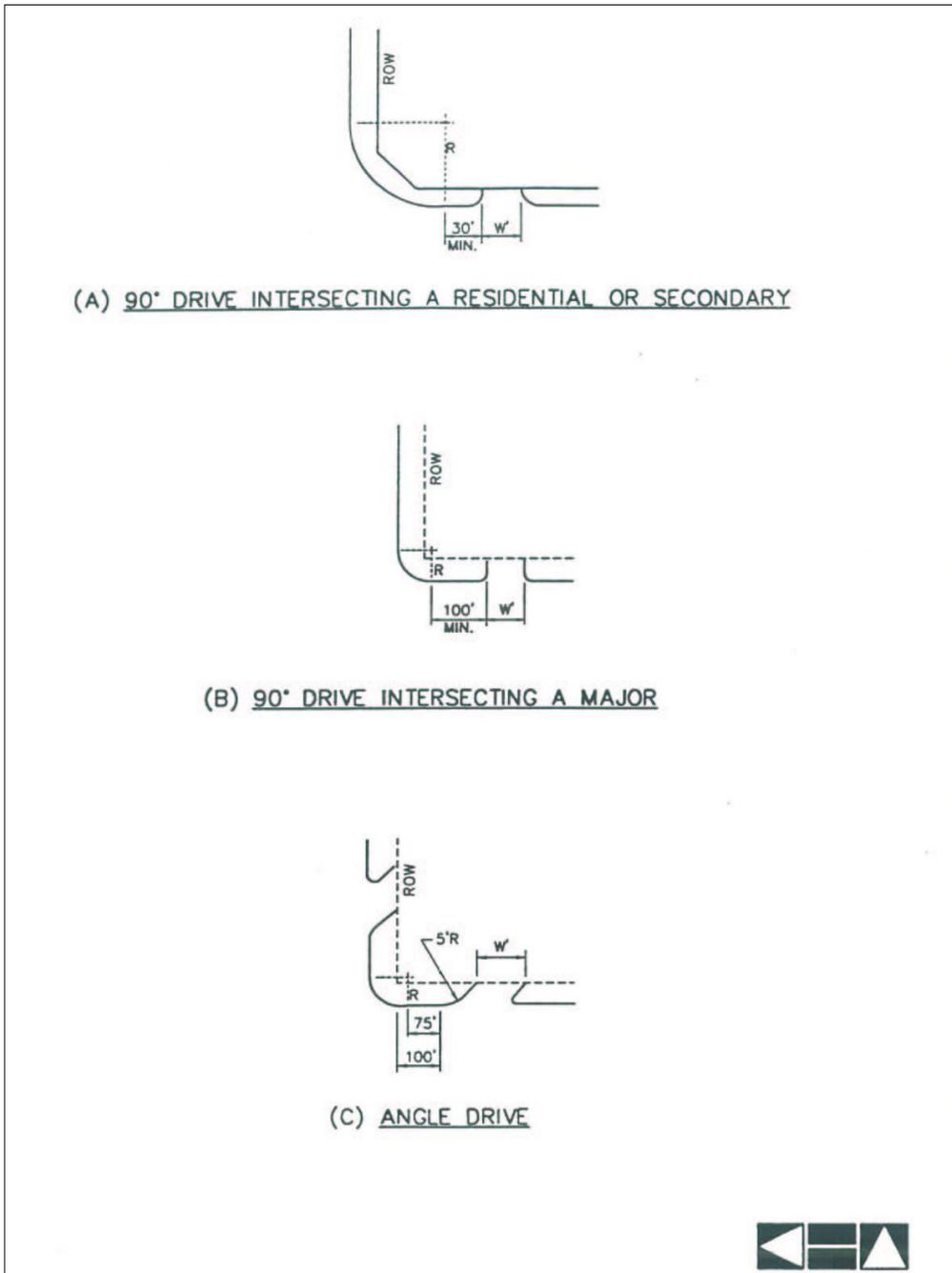


Figure 48. Driveways: Configurations



Entryway Features for Residential Subdivisions

All residential subdivisions in excess of twenty (20) platted lots could provide a landscaped entryway feature at all access points from thoroughfares that are greater than sixty feet (60') in right-of-way width. The entryway features could be placed within the right-of-way, and would have to observe sight/visibility requirements.

- Design Requirements -- The entryway feature should include living landscaped materials from an approved plant list. The design of the entryway feature should also include lighting features, an automatic irrigation system, and subdivision identification (signage, which is typically located on the wall).
- The design of the entryway feature should be in accordance with design policies as provided by the City. The design of the entryway feature should be reflected on the engineering plans submitted with the final plat.
- The maintenance of the entryway feature shall be the responsibility of the developer for a period of two (2) years, or until building permits have been issued for at least seventy-five percent (75 percent) of the lots within the subdivision, whichever is later. After such time, the Homeowners Association or other approved entity shall maintain the entryway.

Other Nonresidential Design Requirements

- All nonresidential uses/developments should have high quality asphalt or concrete paved parking areas.
- Loading and fire lanes should be designated and be able to withstand load requirements of fire protection equipment.

Implementation 8

Implementation is necessary for this plan to be successful in realizing the community's vision. The purpose of this element is to identify the "what, when, who, and how" of the recommendations.

Introduction

With the publication and adoption of this Comprehensive Plan document, the City of Portland has taken a very important step in shaping the future of the community. The Plan will provide a very important tool for City staff and civic leaders to use in making sound planning decisions regarding the long-term growth and development of the community. The various elements of the Plan are based upon realistic growth objectives and goals for Portland which resulted from an exhaustive comprehensive planning process involving citizens, City staff, elected and appointed officials, major stakeholders, business interests and the development community.

The future quality of life within Portland and the environment of the community will be substantially influenced by the manner in which Comprehensive Plan recommendations are administered and maintained.

Changes in the City's socioeconomic climate and in development trends will, from time to time, occur which were not anticipated during preparation of the Plan and subsequent adjustments will be required. Elements of the community which were treated in general relationship to the overall area may, in the future, require more specific and detailed attention. The Comprehensive Plan should never be considered a finished product, but rather a broad guide for community growth and development which is always evolving and changing in scope. Planning for the community's future, therefore, is a continuing process and the Comprehensive Plan is designed to be a dynamic tool which can be modified and periodically updated to keep it in tune with changing conditions and trends.

The full benefits of the Plan for Portland can only be realized by maintaining it as a vital, up-to-date document. As changes occur and new facets of the community's development pattern become apparent, the Plan should be revised rather than ignored. By such action, the Plan will remain current and effective in meeting the community's decision-making needs regarding growth and development into the next century and beyond.

The Plan as a Guide for Daily Decision-Making

The physical City is a product of the efforts put forth by many diverse individuals and groups. Each subdivision that is platted, each home that is built, each new school, church or shopping center represents an addition to the City's physical form. The composite of all such efforts and facilities creates the community as it is seen and experienced by its citizens and visitors. If planning is to be effective, it must guide each individual decision, whether it is that of a private homeowner or of the entire community. The City, in its daily decisions to surface a street, to approve a subdivision, to amend the zoning ordinance, to enforce the building or other codes or to construct a new utility line, should always refer to the basic proposals outlined within the Comprehensive Plan. The private builder or investor, likewise, should recognize the broad concepts and policies of the Plan so that their efforts become part of a meaningful whole in planning the community. Those investments are, over the years, reinforced and enhanced by the City's urban form, development pattern and economic vitality.

Comprehensive Plan Amendments and Periodic Review

The Comprehensive Plan for Portland is intended to be a dynamic planning document -- one that responds to changing needs and conditions. Plan amendments should not be made without thorough analysis of immediate needs as well as consideration for long-term effects of amendments to the Plan. The Planning & Zoning Commission and City Council should consider each proposed amendment

carefully to determine whether or not it is consistent with the Plan's goals and policies, and whether it will be beneficial for the long-term growth and development of Portland.

At approximately one- or two-year intervals, a periodic review of the Comprehensive Plan with respect to current conditions and trends should be performed. Such ongoing, scheduled re-evaluations will provide a basis for adjusting capital expenditures and priorities and will reveal changes and additions which should be made to the Plan to keep it up-to-date. It would be appropriate to devote one annual meeting of the Planning and Zoning Commission to reviewing the status and continued applicability of the Plan in light of current conditions, and to prepare a report on these findings to the City Council. Those items which appear to need attention should be examined in more detail and changes and/or additions should be made. By such periodic re-evaluations, the Plan will remain current and functional and will continue to give civic leaders effective guidance in decision-making. Periodic reviews of the Plan should include consideration of the following:

- The City's progress in implementing the Plan;
- Changes in conditions that form the basis of the Plan;
- Community support for the Plan's goals, objectives and policies; and
- Changes in State laws.

In addition to periodic annual (or biennial) reviews, the Comprehensive Plan should undergo a complete, more thorough review and update every five years. The review and updating process should encourage input from property owners, neighborhood groups, civic leaders and major stakeholders, developers, merchants, and other citizens and individuals who possess an interest in the long-term growth and development of the City.

Community Involvement

An informed, involved citizenry is a vital element of a democratic society. The needs and desires of the public are important considerations in Portland's decision-making process. Citizen participation takes many forms, from educational forums to serving on City boards and commissions. A broad range of perspectives and ideas at public hearings helps boards, commissions and the City Council to make more informed decisions for the betterment of the community as a whole. Portland should continue to encourage as many forms of community involvement as possible as the City implements its Comprehensive Plan.

Implementation Strategies

There are two primary methods of implementing the Comprehensive Plan -- proactive and reactive methods. Both must be used to successfully achieve the recommendations contained within the Plan. Capital improvements programming is a proactive method. The City expends funds to finance certain public improvements (e.g., utility lines, roadways, etc.), meeting objectives that are cited within the Plan. Reactive methods include components of the development review process such as zoning, site plan and subdivision review. Several specific implementation strategies for Portland's Comprehensive Plan are described within the following sections.

Capital Improvements Programming

The Comprehensive Plan makes recommendations on the various public improvements that will be needed to accommodate growth and development envisioned for Portland over the next 20 years

or more. Many of the changes involve improvements which will be financed by future improvement programs. It will be a desirable practice to invest regularly in the physical improvement of Portland rather than to undertake large "catch-up" programs at longer time intervals. A modest amount of money expended annually and regularly in accordance with Plan recommendations will produce a far greater return to the community than will large expenditures at longer ten-year intervals.

It is recommended that priority projects be determined annually, and that the Capital Improvements Program (CIP) be generally scheduled for review on a two- or three-year basis.

The CIP should show a recommended, generalized plan for capital facilities within Portland, and it should identify priorities and the approximate cost of improvements for the next six years. After funding for capital improvements is approved by the voters, projects should be constructed within three years. Capital improvement programs which are funded over long time periods usually experience difficulty as a result of changing economic conditions and needs.

At least one annual meeting of the Planning and Zoning Commission should be devoted to reviewing the status of the CIP. A joint review meeting of the Planning and Zoning Commission, City Council, City Manager and staff would be desirable. A report and review meeting with a "citizens' planning committee" would also be desirable. It should be recognized that the Planning and Zoning Commission's role in the capital improvement programming process should be advisory, and that the financing and priority decisions are the City Council's responsibility. In their advisory role, the Planning and Zoning Commission should seek to achieve programs which are geographically balanced (equitable) and which include all important aspects of the community's development from parks to transportation and utilities. Capital improvements programming should be viewed as a continuation of the ongoing comprehensive planning process.

Annexation and Extraterritorial Jurisdiction (ETJ)

Annexation is the process by which cities extend municipal services, regulations, voting privileges and taxing authority to new territory with the purpose of protecting the public's health, safety and general welfare. Chapter 43 of the Texas Local Government Code prescribes the process by which cities can annex land within Texas. Annexation is essential to the efficient and logical extension of urban services. Since Portland is a home-rule city, it can annex land on a non-consensual basis. The State statute, however, sets forth service requirements to keep cities from misusing their annexation power. Annexation is important to the long-term well-being of cities and should be carried out in accordance with established policies, and not on an ad hoc basis. Ideally, annexation policies should be included within the Comprehensive Plan and linked to the Capital Improvements Program (CIP). For this reason, the following summary of annexation procedures and recommendations are included within the Comprehensive Plan for Portland. Cities can only annex land that lies within their extraterritorial jurisdiction (ETJ), which is based upon their population and size. Portland's ETJ is one mile from its existing City limits, and is based upon a population of 15,300 persons. When the City attains a population of more than 25,000 persons (according to the latest federal census) its ETJ will expand to two miles. The ETJ serves two purposes. Primarily, it is a statutory prohibition against another municipality annexing land which is within the ETJ of another city. Secondly, it allows cities to extend and enforce their subdivision regulations within their ETJ. This gives cities some control over the subdivision and development (especially the provision and construction of public improvements) of land that is currently not incorporated, but which will eventually become part of the city in whose ETJ it lies. Cities cannot, however, enforce zoning regulations within their ETJ.

The following summarizes the annexation process that cities must follow in Texas (please refer to Chapter 43 of the Texas Local Government Code for a more detailed explanation of these requirements):

- The annexation must be contiguous to the city's corporate city limits, and strip annexations of less than 1,000 feet are prohibited unless initiated by the owner of the land (i.e., voluntary annexations).
- The total amount of land annexed during any calendar year cannot be more than 10 percent of the city's total area as of January 1 of that year. If a city does not annex the full 10 percent during any given year, then it may carry over the unused allocation for use in subsequent years. Including acreage that is carried over from previous year(s), the area annexed during a given calendar year cannot exceed 30 percent of the city's total area as of January of that year. The exception to this rule is that government property is not included in the total, nor is land which is being annexed at the request of the property owner or resident.
- The annexation procedure mandated by Chapter 43 includes public hearings and notices in the local newspaper for existing or possible future residents to provide input prior to the annexation proceedings.
- The local government must prepare an annexation service plan for the area that will be served by public facilities and services, and must make it available as part of the public hearing process. The service plan must provide for the extension of services such as fire and police protection; solid waste collection; maintenance of water and wastewater facilities in the annexed area that are not within the service area of another water or wastewater utility; maintenance of public roads and streets, including road and street lighting; and similar public services. The service plan may provide for different levels of service based upon topography, land use and population; however, the service plan may not propose fewer services nor lower levels of service than were in existence prior to annexation or that were available to other parts of the city having similar characteristics. The annexation statute also requires that cities which own their own municipal water and wastewater utility extend those services to areas being annexed which are not within the service area of another utility provider. Construction of capital improvements required for service must begin within two years of the annexation and be substantially completed within four and one-half years. These requirements do not apply if the annexation is initiated by owners of the land to be annexed (i.e., voluntary), provided that the owners and the city have agreed that the capital improvements within the area annexed are not expected to be completed within four and one-half years.

Portland presently has approximately 10.8 square miles (about 6,900 acres) of land area within its existing City limits. The City has annexed approximately 118.3 acres since 2001, all of which have been voluntary annexations initiated by the property owner. Under State law, as previously noted, Portland can annex approximately 691 acres per year and a total of approximately 2,073 acres over three years, assuming that no land is involuntarily annexed into the City. If land is voluntarily annexed into the City, then the City could easily annex more than this number of acres if it does not count the involuntarily annexed acreage as part of the 30 percent allowed by law. **Table 25. Acreage Annexed per Year** shows Portland's history of annexation acreages since 2001.

As previously indicated, Portland has historically annexed less land per year than what is allowed under State law, and the City could initiate annexation of over 2,000 additional acres in 2012. Although Portland could annex additional areas, any future annexations should be evaluated based upon a set of basic policies and objectives and upon the City's ability to provide public services as required in the public service plan to those areas being annexed. It is recommended that the following policy and objectives be considered for future annexations:

Policy

The City should pursue a gradual, but sustained program of annexing some land each year.

Objectives:

1. A phasing and priority plan should be adopted in an annexation plan complying with Chapter 43 of the LGC identifying those areas which are suitable for annexation.
2. Emphasis should be placed upon annexing highly visible areas such as along major thoroughfares or freeway corridors.
3. Areas which can more easily be served by extending public services or by the reasonable extension of utility lines should be pursued first.
4. Areas outside the existing City limits, but which are already developed or partially developed, should be evaluated upon fiscal as well as aesthetic and social impacts.
5. Areas within special water districts should be evaluated based upon proximity and visibility to circulation corridors and available land for future growth.

Table 25. Acreage Annexed per Year

Year	Acres Annexed
2001	4.2
2002	22.5
2003	0
2004	48.8
2005	0
2006	0
2007	42.8
2008	0
2009	0
2010	0
2011	0

Source: City of Portland

Recommended Areas for Annexation

The only land Portland can annex is located within its western ETJ area. As noted within the Future Land Use element, Portland will need some additional land area to facilitate a future population of 33,300 persons. It is recommended that Portland annex a modest amount of land within the next five years in its western areas.

If the areas described above were addressed over a five-year period, many of the annexation objectives could be accomplished. Presently, the City has some vacant land to support short-term growth. The proposed areas for annexation will protect future growth corridors and entry vistas into the City, while also providing land area for future growth and development. Annexation of these areas will also give the City more control over the design and construction of new subdivisions that are currently being built and/or proposed within this area.

By following a modest annexation plan, the City will be better able to assess what areas it should consider serving with public facilities and municipal services. It can then program the provision of facilities and services more efficiently. An annual assessment should be conducted to determine how much land is being absorbed by development, its proximity to existing services, and what impact it will have upon the City's budget. A committee directed to study annexations could be appointed to accomplish this.

It is recommended that a committee or City staff evaluate, on a regular basis, proposed annexations undertaken by the City. By doing so, the City will ensure that it has enough developable, available property for the future uses as proposed on the Future Land Use Plan.

Administrative Processes

The usual processes for reviewing and processing zoning amendments and development/subdivision plans provide significant opportunities for implementing the Comprehensive Plan. Each zoning, development and subdivision decision should be evaluated and weighed against applicable proposals contained within the Plan. The Plan allows the City to review proposals and requests in light of an officially prepared document adopted through a sound, thorough planning process. If decisions are made that are inconsistent with Plan recommendations, then they should include actions to modify or amend the Plan accordingly to ensure consistency and fairness in future decision-making.

The act of subdividing land to create building sites is one of the most important and significant City building activities. Much of the basic physical form of the City is created by the layout of streets, easements, alleys, lots, community parks and school sites. As mentioned previously, many of the growth and development proposals contained within the community's Comprehensive Plan can be achieved through the exercise of subdivision control and other "reactive" practices. Some elements of the Plan, such as major arterial rights-of-way, drainage easements, school or park sites and linear parkways, can be influenced, guided and actually achieved during the process of subdividing the land. Once the subdivision has been filed (recorded) and development has begun, the subdivision becomes a permanent, integral part of the community's urban fabric. It can, thereafter, be changed but only through expending great effort and expense.

Recommendations for Implementation

Implementation is probably one of the most important, yet most difficult, aspects of the comprehensive planning process. Without viable, realistic mechanisms for implementation, the recommendations contained within the Comprehensive Plan can never be realized. The following points specify ways to implement the various recommendations within the Plan:

- Revise the Zoning Ordinance text to implement the guidelines and standards recommended within the Comprehensive Plan.
- Revise the City Charter to mandate periodic updating of the Comprehensive Plan and development of a Capital Improvements Program (CIP).
- Investigate the feasibility of enacting an impact fee (capital recovery fee) ordinance as prescribed by Chapter 395 of the Texas Local Government Code to assist in financing the CIP.
- Adopt recognized review procedures for implementing policies and other guidelines that are not incorporated within current codes and ordinances.
- Offer short courses and other educational classes or seminars to the City Council and the Planning and Zoning Commission.
- An annual report should be prepared by the Planning and Zoning Commission recommending any changes or amendments to the Comprehensive Plan, and identifying items for implementation or further study.
- Amend the zoning, subdivision and other ordinances and codes of the City, as necessary, to implement the Thoroughfare Plan and other Comprehensive Plan proposals.
- Update and amend the Zoning Ordinance text to reflect future land use objectives.

Comprehensive Plan Top Priorities

Few cities have the financial ability to implement every recommendation or policy within their comprehensive planning document immediately following adoption—Portland is no exception. Plan implementation, therefore, must be prioritized and balanced with timing, funding, and City staff resources. While all the recommendations share some level of importance because they warranted discussion within the plan, they cannot all be targeted for implementation within a short time period; some must be carried out over a longer period of time. The following is an overview of the major recommendations that the City should begin to pursue to achieve the vision identified in this plan.

Capital Improvements

As previously mentioned, the City’s comprehensive plan should help to guide budget allocations for the Capital Improvement Program (CIP).

Roadway Infrastructure Construction/Improvements

Three roadway projects have been identified as priority projects:

- Construction of a roadway connecting FM 2986 to U.S. Highway 181, north of Buddy Ganem Drive,
- Widening of Akins Drive between Wildcat Drive and Lang Road, and
- Widening of Stark Road between Lang Road and Moore Avenue.

These roadway improvements will help to facilitate the existing and future traffic demand by providing important connections, particularly regarding the school area and the expanding industrial developments.

Parks and Recreational Facilities

The Parks, Recreation, & Open Space Master Plan (developed by Halff Associates and Raymond Turco and Associates) identifies projects for the improvement of existing parks and development of future parks and recreation facilities. Using these recommendations and the cost estimates provided in the document, the City should allocate funding within the CIP to begin planning, land acquisition, and construction of these facilities.

Planning Efforts

The following priorities focus on the “soft costs”, related to guiding and encouraging future growth.

Update of Development Regulations

The usual processes for reviewing and processing zoning amendments, development plans, and subdivision plans provide significant opportunities for implementing the Plan. Each zoning, development and subdivision decision should be evaluated and weighed against applicable proposals contained within the Plan. If decisions are made that are inconsistent with Plan recommendations, then they should include actions to modify or amend the Plan accordingly in order to ensure consistency and fairness in future decision-making.

The City conducted an update of the Unified Development Ordinance (UDO) concurrent with the development of this 2012 update, which is a proactive step toward implementing the recommendations of this comprehensive plan.

Continue Economic Development Efforts to Attract Desirable Industry

The La Quinta Trade Gateway project will be a major asset to Portland and provides an opportunity for the City to capitalize on the development. With the development of this industry, “spin-off” businesses will emerge that support these economic development efforts, such as businesses that supply equipment or warehouse/storage space, or retailers that service businesses such as restaurants and office supplies. Economic development efforts should also focus on support businesses for existing and targeted industries.

The primary mechanism that businesses use to relocate is specialized consultants that find suitable sites for their intended uses. Businesses themselves usually do not do their own searches. Businesses often hire firms to research multiple sites and narrow the choice to a few communities with the best sites. The City should embark on an intensive search to seek out these consultants and ensure that Portland is high on the list of possible sites for target businesses.