

Chapter 1: The Plan and Guiding Principles

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Use Guiding Principles to inform all land use and capital improvement decisions.
- Provide direction on how to use the Comprehensive Plan to make land use and capital improvement decisions.
- Describe and codify the purpose and role of the Comprehensive Plan's components, supporting documents, and implementation measures.
- Define how each component of the Comprehensive Plan – the Urban Design Framework, the Goals and Policies, the Comprehensive Plan Map, and the List of Significant Projects – work together.
- Define the relationship between the Comprehensive Plan and regional plans, and between the Comprehensive Plan and implementation tools.
- Establish consistency within the Comprehensive Plan and consistency and coordination among agencies.

Why is this important?

The goals and policies within the Comprehensive Plan are designed to help Portland become a prosperous, healthy, equitable, and resilient city. This chapter defines the breadth of content included in the Comprehensive Plan. It describes both the scope and limit of the Plan's components and explains how and when supporting documents and implementing measures are used. This chapter also reminds users of the Guiding Principles, which aim to realize four key values: prosperity, health, equity and resilience.

The Comprehensive Plan is a long-range land use and public infrastructure investment plan to guide future growth, and the physical development of the City. A land use decision is one that has a significant impact on present or future land uses in the area. Land use decisions include, for example, zoning decisions, and adoption of growth-related infrastructure plans. The goals and policies in this Plan cover a wide variety of other topics, but they are all for the purpose of informing and guiding land use decisions.

When applying goals and policies to particular situations, such as specific development proposals or area plans, there may be competing or conflicting policies. Although it would be ideal to always meet each goal and policy, sometimes that is not possible, and it is judged whether proposals or situations meet the goals and policies on balance. This approach recognizes that there are trade-offs and compromises, and allows flexibility while still guiding land use and capital decisions. The Guiding Principles provide an anchor or reference point to consider when making trade-offs and compromises.

Table of Contents

Goals

- GOAL 1.A Guiding principles
- GOAL 1.B Regional partnerships
- GOAL 1.C A well-functioning plan
- GOAL 1.D Implementation tools

Guiding Principles

Policies

The Comprehensive Plan and supporting documents

- Policy 1.1 The Comprehensive Plan
- Policy 1.2 Comprehensive Plan supporting documents
- Policy 1.3 Internal consistency
- Policy 1.4 Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary
- Policy 1.5 Consistency with state and federal regulations
- Policy 1.6 Intergovernmental coordination

Implementation

- Policy 1.7 Implementation of the Comprehensive Plan
- Policy 1.8 Implementation tools subject to the Comprehensive Plan
- Policy 1.9 Planning service delivery
- Policy 1.10 Community Involvement Committee
- Policy 1.11 Service coordination agreements
- Policy 1.12 The List of Significant Projects
- Policy 1.13 Annexations
- Policy 1.14 Urban renewal plans
- Policy 1.15 Relationship to community, area, and neighborhood plans adopted before [date]

List of Figures

- 1-1. Comprehensive Plan Package

Goals

Goal 1.A: Guiding principles

Portland's Comprehensive Plan provides a framework to guide land use, development, and infrastructure investments. It is based on principles that call for actions and outcomes that meet the multiple objectives to ensure Portland is prosperous, healthy, equitable, and resilient.

Goal 1.B: Regional partnership

Portland's Comprehensive Plan acknowledges Portland's role within the region, and is coordinated with the policies of governmental partners.

Goal 1.C: A well-functioning plan

Portland's Comprehensive Plan is effective; internally consistent; consistent with city, local, regional, state, and federal regulations; and is updated periodically to be current and address mandates, community needs, and identified problems.

Goal 1.D: Implementation tools

Portland's Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation actions are to be consistent with the Comprehensive Plan and are implemented in a coordinated and efficient manner. They are to protect the public's current and future interests. They are to balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation. Implementation tools are listed in Policy 1.8.

Guiding Principles

The Guiding Principles build the Portland Plan’s key priorities of prosperity, equity, health, and resiliency into the Comprehensive Plan and its implementation. The Principles guide plans and investments that are subject to the Comprehensive Plan. The Principles encourage balanced, integrated multi-disciplinary approaches among topics such as housing, economic development, and transportation.

They are intended to be relevant to every action that updates or amends an element of the Comprehensive Plan or one of its implementation tools. Implementation tools for the Comprehensive Plan are identified in Policy 1.8.

Guiding Principles. When making and adopting legislative land use decisions, consider the impacts of:

- **Economic prosperity.** Encourage land use decisions that support a low-carbon economy and foster employment growth, competitiveness, and equitably-distributed household prosperity.
- **Human health.** Encourage land use decisions that avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.
- **Environmental health.** Encourage land use decisions that recognize, incorporate, and sustain valuable ecosystem services related to air, water, and land quality, and the intrinsic value of nature.
- **Equity.** Encourage land use decisions that reduce existing disparities, minimize burdens, extend benefits, and improve socio-economic opportunities for under-served and under-represented populations.
- **Resilience.** Encourage land use decisions that improve the ability of individuals, communities, economic systems, and the natural and built environment to recover from natural and human-made disasters, climate change, and economic shifts.

Policies

The Comprehensive Plan and supporting documents

This section identifies the core elements of the Comprehensive Plan and calls for the Plan and its supporting documents to be both internally consistent, and consistent with regional, state, and federal requirements. See *Figure 1 – Comprehensive Plan Package* at the end of this chapter.

Policy 1.1 Comprehensive Plan. Maintain a Comprehensive Plan that includes the components listed below. Future work to maintain the Comprehensive Plan will generally respond to mandates, community needs, current information,

THE PLAN AND GUIDING PRINCIPLES

or identified or potential land use problems, and will be based on the best available data, science, or analytical tools. Projects may be focused on a particular geographical area or may address a particular issue or set of issues, and may result in amendments to the Comprehensive Plan, a supporting document, or an implementation tool.

- **Goals and policies.** The goals and policies of the Comprehensive Plan, including the Urban design Framework, provide the long-range planning framework and guide for the development and redevelopment of the city.
- **Comprehensive Plan Map.** The Comprehensive Plan Map is the official long-range planning guide for defining the allowed, and in some cases desired, land uses and development in Portland. The Comprehensive Plan Map is a series of maps, which together show the boundaries of municipal incorporation, the Urban Service Boundary, and the land use designations.
- **List of Significant Projects.** The List of Significant Projects identifies the long-term infrastructure projects needed to serve the city we expect to be in 2035, including expected new housing and jobs. The Transportation System Plan (TSP) includes the transportation-related list of significant projects.
- **Transportation System Plan.** The Transportation System Plan (TSP) is the detailed long-range plan to guide transportation investments. The TSP ensures that new development and allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities. The policies, street classifications, and street plan maps within the Transportation System Plan are part of the Comprehensive Plan. Elements of the TSP function as a supporting document and implementation measure, as described below.

- Policy 1.2 Comprehensive Plan supporting documents.** Maintain the following Comprehensive Plan supporting documents. The supporting documents contain the factual information or infrastructure assessments that are used to develop the Comprehensive Plan goals and policies and are not an element of the Comprehensive Plan.
- 1. Inventories and analyses.** The following inventories and analyses are supporting documents to the Comprehensive Plan:
- Economic Opportunities Analysis (EOA)
 - Buildable Lands Inventory (BLI)
 - Natural Resource Inventory (NRI)
 - Housing Needs Analysis
- 2. Public Facilities Plan.** The Public Facilities Plan (PFP) is a coordinated plan for the provision of urban public facilities and services within Portland’s Urban Services Boundary.
- 3. Transportation System Plan.** The TSP includes the transportation element of the Public Facilities Plan.
- Policy 1.3 Internal consistency.** Ensure that the components of the Comprehensive Plan are internally consistent.
- Policy 1.4 Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary.** Ensure that the Comprehensive Plan is consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.
- Policy 1.5 Consistency with state and federal regulations.** Ensure that the Comprehensive Plan is consistent with all applicable state and federal regulations, and that implementation measures for the Comprehensive Plan are well coordinated with other City activities that respond to state and federal regulations.
- Policy 1.6 Intergovernmental coordination.** Ensure that the Comprehensive Plan is implemented in a manner that complements the efforts and fiscal health of the City, partner agencies including school districts, transit agencies, and county and regional governments.

Implementation

These policies identify and describe the Comprehensive Plan implementation tools.

- Policy 1.7 Implementation of the Comprehensive Plan.** Implement the Comprehensive Plan through coordinated long-range transportation and land use planning.

THE PLAN AND GUIDING PRINCIPLES

- Policy 1.8** **Implementation tools subject to the Comprehensive Plan.** Comprehensive Plan implementation tools must be maintained, derived from, and consistent with the Comprehensive Plan. Implementation tools include:
1. Zoning Map
 2. Zoning Code
 3. Street policy and design classifications, and street plans in the TSP, described in Chapter 9: Transportation
 4. The List of Significant Projects
 5. Service coordination agreements
 6. Annexations
 7. Urban renewal plans
 8. Development agreements
- Policy 1.9** **Planning service delivery.** Provide planning, zoning, building, and subdivision control services within the City’s boundaries of incorporation.
- Policy 1.10** **Community Involvement Committee.** Establish the Planning and Sustainability Commission (PSC) as the committee to oversee the Community Involvement Program as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.14 and 2.15 in the Community Involvement chapter of this Comprehensive Plan.
- Policy 1.11** **Service coordination agreements.** Maintain coordination agreements with local governments of adjoining jurisdictions concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland’s Urban Services Boundary; and public school districts concerning educational facilities within Portland's Urban Service Boundary. Major amendments to these service agreements must comply with the Comprehensive Plan. “Comply” means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
- Policy 1.12** **List of Significant Projects.** Develop and maintain a List of Significant Projects based on the framework provided by the supporting Public Facilities Plan and capital improvement plans. Amendments to the List of Significant Projects must comply with the Comprehensive Plan. “Comply” means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
- Policy 1.13** **Annexations.** Provide a process for the incorporation of urban and urbanizable land within the City's Urban Services Boundary through annexation.

See policies 8.9-8.15 for service extension requirements for annexations.

- Policy 1.14 Urban renewal plans.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan. “Comply” means that, on the whole, the proposal strikes a reasonable balance among applicable goals and policies.
- Policy 1.15 Relationship to community, area, and neighborhood plans adopted before [date].** Community, area, and neighborhood plans that were adopted by ordinance prior to [Comp Plan adoption date] are still in effect, however the goals and policies of this Comprehensive Plan supersede any goals or policies of a community, area, or neighborhood plan that conflict with a goal or policy in this plan.

Figure 1 – Comprehensive Plan Package

