

# About the Comprehensive Plan

**Portland's Comprehensive Plan is a long-range land use and public infrastructure investment plan (2015–2035).**

**It guides land use development and growth-related infrastructure investment decisions so that Portland can become more prosperous, healthy, equitable and resilient between now and 2035.**

The Comprehensive Plan is an essential document that distills the City's land use goals and aspirations. Through maps, visuals and text the plan outlines what Portland will look like in 2035 and provides a framework to get there.

The Comprehensive Plan components are intended to direct land use decisions and public infrastructure investments. The Comprehensive Plan does not prescribe the details of individual programs, regulations or other strategies that are needed to achieve its broad goals. It also does not rank policies or goals. Rather it addresses a wide range of topics, and the individual costs, benefits and burdens of decisions will need to be weighed and evaluated on a case-by-case basis.



**Bureau of Planning and Sustainability**  
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*City of Portland, Oregon*  
**Charlie Hales, Mayor • Susan Anderson, Director**

# WHAT IS IN THE COMPREHENSIVE PLAN?

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## **The Comprehensive Plan includes components that work together to guide the City of Portland’s land use and infrastructure investment decisions.**

- 1. Goals and Policies** — Goals are long-term outcomes the City hopes to achieve by implementing the Comprehensive Plan. They are aspirational, expressing Portlanders’ collective desires and values. Policies set preferred direction and describe what must be done to achieve these broad goals. They are specific enough to help determine whether plans would advance the values expressed in the goals. The goals and policies also include principles that guide how decisions are made.

Together, the goals and policies guide future public decisions about development and investments. The goals and policies are published together in one document that is organized into ten different topics.

- 2. List of Significant Projects** — The list includes the City’s planned infrastructure projects for the life of the Comprehensive Plan. These investments are necessary to meet the transportation, sewer, stormwater and water needs of Portland’s current and future residents and businesses.

- 3. Comprehensive Plan Map** — This map establishes land use designations for all land in Portland’s Urban Services Boundary. It shows desired development intensity and where various uses (residential, commercial, etc.) will be allowed. It is the basis for the Zoning Map. A copy of the Comprehensive Plan Map is included in this document. Additional explanatory maps are provided under separate cover.

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**4. Transportation System Plan** — The Transportation System Plan (TSP) is the 20-year plan to guide transportation investments in Portland. The TSP meets state and regional planning requirements and addresses local transportation needs. It includes:

- Policies that guide the maintenance, development and implementation of Portland’s transportation system.
- A list of projects and a financial plan that will accommodate 20 years of population and employment growth.
- Master Street Plans and modal plans.
- Strategies and regulations for implementation, including street classification maps.

**Elements of the TSP** — The policies, street classification maps and the street plan maps in the TSP are adopted as part of the Comprehensive Plan. The TSP is adopted concurrently with the Comprehensive Plan, but published under a separate cover. For ease of use and transparency, the citywide policies from the TSP are also included in Chapter 9 (Transportation) of the Comprehensive Plan Goals and Policies and are also part of the Comprehensive Plan. The TSP also includes additional sub-policies and area-specific policies.

The TSP is both an implementation tool and a supporting document to the Comprehensive Plan. The TSP contains the transportation element of the City’s Public Facilities Plan, and the List of Significant Projects. The TSP also provides more detail than the Comprehensive Plan by including additional supporting information about transportation system conditions. Figure 9-1 illustrates the relationship between the TSP and other policies and plans.

**Citywide Systems (Infrastructure) Plan** — The Citywide Systems Plan (CSP) includes information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects. A portion of the CSP is the City’s public facilities plan, which is a state required plan and a supporting document of the Comprehensive Plan. The Citywide Systems Plan also includes information for parks and natural areas, recreation, and civic facilities, this information is not a part of the public facilities plan. This document is provided under separate cover.

# WHEN AND HOW IS THE COMPREHENSIVE PLAN USED?

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**There are a variety of situations where one or more of the Comprehensive Plan components must be used.**

**The Comprehensive Plan applies to plans, and investments that are considered “land use decisions” and that are located within the City of Portland limits or Portland’s Urban Service Boundary.**

The information that follows generally describes how the Plan is used and who most often uses it.

## **City of Portland**

The City of Portland must use the Comprehensive Plan when making certain decisions, but it may be used to inform a wider array of choices and actions. Mandatory uses are described below.

- 1. Legislative Planning Project** — Legislative projects establish area plans, zoning, development standards, and/or other land use and physical investment related regulations. These projects typically affect large parts of the city and affect many people. They are adopted by the City Council by ordinance. The Comprehensive Plan must be used to scope, develop, assess alternatives, and make findings of support. This applies to long-range land use planning and policy development projects, such as area-specific plans and Citywide land use policy projects. These include updates to the Zoning Code or area plans, like the Central City 2035 Plan. These types of projects are called legislative projects.
- 2. Quasi-Judicial Projects** — Quasi-judicial projects are land use reviews that require detailed review for compliance with specific approval criteria contained in the Zoning Code. These are smaller site-specific projects that affect a small part of the city (often limited to one property or site that is subject to development) and fewer people. Examples include amendments to the Comprehensive Plan Map proposed by a private property owner, proposals to demolish historic landmarks, Greenway Goal Exceptions, Type IV Demolition Reviews, or requests for street vacations, among others.

The Zoning Code establishes which types of land use reviews must be reviewed for compliance with the Comprehensive Plan. With few exceptions quasi-judicial projects are approved using criteria established in the Zoning Code. In limited cases, the Zoning Code criteria may require direct findings of compliance with the Comprehensive Plan.

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- 3. Urban Renewal Areas** — Urban renewal is a state-authorized, redevelopment, and finance program designed to help communities improve and redevelop areas that are physically deteriorated, suffering economic stagnation, unsafe, or poorly planned. Between its establishment in 1958 and the development of this Comprehensive Plan, as the City’s urban renewal agency, the Portland Development Commission has managed 25 urban renewal areas and/or programs. If new urban renewal areas are proposed in Portland, the proposal must conform to the Comprehensive Plan.
  - 4. Infrastructure Project Selection** — The List of Significant Projects identifies major sanitary and stormwater, water, and transportation infrastructure projects and programs needed to support anticipated housing and employment growth through the life of the plan — in this case, 2035. Only projects on the list may be carried out. If the City wants to take on a growth-related project that is not on the list, the list must be amended. The City may carry out other projects to maintain and repair existing infrastructure, or to comply with state and federal regulations. These projects are not subject to the Comprehensive Plan.
  - 5. Other Agencies** — State agencies may refer to the plan when determining if a State of Oregon project is consistent with the local Comprehensive Plan.

## Community members

The Comprehensive Plan is also a community tool that is often used for advocacy purposes. Community members are also encouraged to use the plan to monitor City projects and decisions. Community members may choose to use the Comprehensive Plan to:

- Advocate for projects and programs to be included in the annual City budget.
- Review, evaluate, and comment on proposed legislative projects.
- Review, evaluate, and comment on Comprehensive Plan-related projects and programs.
- Review, evaluate, and comment on site-specific land use reviews that are subject to Comprehensive Plan review.
- Support or appeal approved land use reviews and legislative projects.
- Apply for a change to the Comprehensive Plan Land Use Map designation for a property they own, apply for a street vacation, or apply for any other land use approval for which a project must be reviewed for compliance with the Comprehensive Plan.
- As background information when applying for grants, funding, or other programs.
- As a reference when a regulation in the Zoning Code requires interpretation.

# WHY DID PORTLAND DEVELOP A NEW COMPREHENSIVE PLAN?

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## There are two key reasons why Portland developed a new Comprehensive Plan:

- It has been nearly 35 years since Portland developed its first Comprehensive Plan in 1980. Conditions and needs in Portland have changed significantly since then.
- Oregon has a Statewide Planning program that requires the creation of local Comprehensive Plans and periodic updates to those plans. In November 2007, the Oregon Department of Land Conservation and Development (DLCD) informed the City that its Comprehensive Plan was due for an update, called Periodic Review. DLCD has the authority to compel a local jurisdiction to enter Periodic Review under Oregon Revised Statutes (ORS) 197.628 to 197.650 and Oregon Administrative Rules (OAR) 660-25.

### Changing Conditions

The City of Portland adopted its first Comprehensive Plan in 1980. Since 1980, Portlanders have worked hard to build strong neighborhoods and approached land use, transportation, economic development, greenspaces, and human welfare holistically. Portlanders cleaned up the Willamette River, built parks and light rail lines instead of freeways, and have taken significant action to dramatically reduce per capita carbon emissions.

Although the City of Portland has incrementally revised, expanded, and improved the plan since 1980, as a whole the policies, development approaches, and investments that served Portlanders in the past may not provide all the direction needed today. It is time for a new plan.

Portland is growing and diversifying.

- Over the past 30 years Portland's population grew by nearly 240,000 residents, increasing from 366,000 to more than 600,000. The city's land area grew, too. By annexing large parts of East and West Portland, the city's area grew by more than 36 square miles, between 1980 and today.
- Portland is becoming a more diverse city. For most of its history, the City of Portland was an overwhelmingly white city, but as population has increased, so has Portland's racial and ethnic diversity. In 1980, communities of color made up 15 percent of the total population. That share grew to 27 percent by 2010. That same year, the national average was 33 percent.
- When looking at the youth population (people 25 years old or younger), Portland's growing diversity is more pronounced. According to the 2010 US census, more than 36 percent of Portland youth are people of color — Black or African-American, Native American, Native Hawaiian, Pacific Islander, Native Alaskan, Asian, or multiracial. In addition, more than 18 percent of all youth identify as Latino or Hispanic.
- The new Comprehensive Plan must respond to and provide opportunities to include and better serve all Portlanders.

All Portlanders need to have access to affordable and healthy living options.

- People often describe Portland as an affordable and livable West Coast city. However, declining real income and increased housing costs put this reputation at risk. From 1979 to 2005 the average real adjusted gross income of the top fifth of Oregon households grew by 47 percent, but it stagnated or dropped for all other income groups. African-American and Native American household incomes continue to be less than half of the citywide median.
- During this time, home prices also increased at a greater rate than wages. In recent years, housing prices in Portland’s Inner Neighborhoods — those with complete sidewalk networks and better access to transit — have risen sharply. Much of Portland’s affordable family housing is now located in areas without sidewalks and without good access to frequent transit service.
- A key challenge for the future is to create a healthy and connected city. A healthy connected city is a place where all Portlanders have access to affordable housing, healthful food, services, and parks and open spaces. It is also a place where people can safely and easily walk, bike, roll, or take transit to work and to complete daily errands.

Household and business prosperity is essential for a successful city.

- Forecasts indicate that by 2035 Portland may add nearly 140,000 jobs. (For comparison, in 2010 there were approximately 389,000 jobs in Portland.) These new jobs will be distributed across the industrial, institutional, retail, and office sectors.
- Although there is more than enough appropriately zoned land for new retail and office jobs in main street commercial areas, Gateway, and the Central City, there are fewer opportunities for growing institutions and industrial businesses. There is an industrial land shortfall and a slight institutional land shortfall. This Comprehensive Plan identifies ways to aid institutional and industrial job growth.

Resilience is important in a changing world.

- Portland faces many uncertainties, including the impacts of climate change and natural and human-made hazards.
- Portland has successfully reduced per person carbon emissions by more than 30 percent since 1990. And even though the population has grown by 30 percent since 1990, total community-wide emissions have dropped by more than 11 percent. But more work is needed. Climate scientists estimate that, by 2050, global carbon emissions must decline 50 to 85 percent below 2000 levels to avert significantly increased temperatures, extreme weather, rising sea levels and other potentially catastrophic impacts.
- Portland’s bridges, schools, roads, and parks need repair and attention. Some areas of the city do not have complete stormwater management systems. There are also many streets without sidewalks and bridges, and roads and schools that are not built to withstand a major earthquake.
- Portland needs well-designed, flexible, and strong physical, social, and economic infrastructure to adapt and thrive. The Comprehensive Plan is designed to address land use and physical infrastructure investments to increase prosperity, health, equity, and resilience.

## Oregon’s Statewide Planning Program

The Comprehensive Plan is a state-mandated plan. Since 1973, Oregon has maintained a statewide planning program. This program is built on a set of 19 Statewide Planning Goals that cover a wide range of topics. Oregon’s planning program is a partnership between state and local governments.

The State of Oregon, through the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD), adopts the Statewide Planning Goals that set standards for local planning and monitors local compliance with the Statewide Planning Goals.

Local governments (cities, counties, Metro, and some special districts) do the planning through the creation and implementation of local Comprehensive Plans. Every jurisdiction in the State of Oregon is required to complete a Comprehensive Plan that complies with the Statewide Planning Goals.

The Land Conservation and Development Commission notifies local jurisdictions when it is time to update all or part of a Comprehensive Plan. This notification is called “Periodic Review.” According to the State, the fundamental purpose of Periodic Review is to ensure that local comprehensive plans are:

- Updated to respond to changes in local, regional, and state conditions;
- Coordinated with other comprehensive plans and investments; and
- In compliance with the statewide planning goals, statutes and rules.

### Statewide Planning Goals

1. Citizen Involvement
2. Land Use Planning
3. Agricultural Lands
4. Forest Lands
5. Natural Resources, Scenic and Historic Areas, and Open Spaces
6. Air, Water and Land Resources Quality
7. Areas Subject to Natural Hazards
8. Recreational Needs
9. Economic Development
10. Housing
11. Public Facilities and Services
12. Transportation
13. Energy Conservation
14. Urbanization
15. Willamette River Greenway
16. Estuarine Resources
17. Coastal Shorelands
18. Beaches and Dunes
19. Ocean Resources

The City of Portland is subject to all goals, except 3, 4, 16, 17, 18, and 19. The City’s Comprehensive Plan must demonstrate compliance with all remaining goals. During this Comprehensive Plan update, the City was specifically required to, at a minimum, address goals 1, 2, 9, 10, 11, and 14 and was directed to address goals 5 and 7 during the research and inventory phase of the plan update process.

### Regional Planning and Coordination

In addition to complying with the applicable Statewide Planning Goals, Portland’s Comprehensive Plan must be consistent with two regional plans and implementing regulations established by Metro: the Regional Transportation Plan and the Urban Growth Management Functional Plan. Metro is the Portland metropolitan area’s regional government. It is authorized to coordinate and plan investments in the transportation system for the three-county area that includes Multnomah, Clackamas, and Washington counties.

# HOW IS A COMPREHENSIVE PLAN DEVELOPED AND APPROVED?

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**There are multiple steps that must be taken to update a Comprehensive Plan, consistent with the requirements of Periodic Review, and have it approved by the State of Oregon.**

Below is a summary of Portland's process for updating the Comprehensive Plan.

## **Assessment**

The first step of Periodic Review is assessing the adequacy of the existing plan and background data to determine if conditions have changed enough to require the development of a new Comprehensive Plan or updates to portions of the Comprehensive Plan. The 2008 assessment showed that a significant update to the City's Comprehensive Plan, including new background information, was needed. This direction ultimately resulted in the development of new Comprehensive Plan Goals and Policies, and a substantial update to the Comprehensive Plan Map.

## **Periodic Review Work Plan**

The next step in Periodic Review is the development of a work plan. As part of periodic review, the City is required to develop and adopt a work plan to guide the update of the Comprehensive Plan. In 2008, after review and recommendations by the Planning and Sustainability Commission, the Portland City Council adopted a work plan (City Council by Resolution No. 36626. This document includes Resolution 36626, the Council-approved Periodic Review Work Program & Public Involvement Plan (August 6, 2008)) for Periodic Review of the Comprehensive Plan.

## **Factual Basis**

After the work plan is adopted, the next step is the development of a factual basis, as required by ORS 197.625 and OAR 660-0025. The purpose of this work is to provide a thorough and current analysis of existing conditions in Portland on which to base the content of the Comprehensive Plan. The factual basis includes the following documents:

- Economic Opportunities Analysis
- Housing Needs Analysis
- Natural Resource Inventory
- Infrastructure Condition and Capacity
- Buildable Lands Inventory

The factual basis was adopted by the City Council in October 2012, and all but one of the reports was acknowledged by the State in May 2014. The Economic Opportunities Analysis is being revised by the City and will be re-submitted in 2015.

## **Growth Scenarios and Alternatives Analysis**

In the Buildable Lands Inventory Report published in 2012, the City analyzed existing development patterns and intensity, land and development values, and existing land use designations and zoning to determine where there is vacant land and land that is likely to be redeveloped. The report identifies constraints, such as inadequate infrastructure services or natural hazards. The Growth Scenarios Report offers a basis for making informed decisions about which investments and growth patterns will bring the greatest benefit to the most Portlanders, and move the city closer to meeting performance goals. Performance goals include things such as reducing carbon emissions, improving access to living-wage jobs, and providing safe and convenient access to goods and services within walking distance of where people live.

The Growth Scenarios Report uses information from the Buildable Lands Inventory and measures the performance of different possible growth alternatives, and how those choices may impact our ability to meet the Measures of Success adopted with the Portland Plan. Based on analysis in the Growth Scenarios Report, a “preferred scenario” was developed. The proposed Comprehensive Plan Map implements that preferred scenario.

## **Working Draft (Part 1 and Part 2)**

A Working Draft of the Comprehensive Plan was prepared in 2013. The Working Draft was shared with the public at meetings and events and online. The Working Draft Part 1, which included the Urban Design Framework and the Goals and Policies, was released for public review in January 2013. The Working Draft Part 2, which included the Comprehensive Plan Map and the Citywide Systems Plan, was released for public review in October 2013.

## **Proposed Draft**

This current draft is the Proposed Draft Comprehensive Plan. The Proposed Draft was developed based on feedback received from the Working Draft. It will be reviewed and refined by the community and the Planning and Sustainability Commission at public hearings.

## **Recommended Draft**

The Recommended Draft is a version of the plan that includes all changes to the Proposed Draft that are approved and recommended by the Planning and Sustainability Commission. It will be forwarded to the City Council at public hearings and adoption. It will be published after the Planning and Sustainability Commission completes its review of the plan, probably in the first half of 2015.

## **Adopted Plan**

The Adopted Plan is the final version of the plan that includes all changes directed by the City Council and that has been adopted by the City Council by ordinance.

## Early Implementation

The final step in the state-required Periodic Review process is updating city codes and zoning maps to be consistent with the new Comprehensive Plan. There are currently eight Early Implementation Projects:

<b>Project</b>	<b>What Will It Do?</b>	<b>Outcomes</b>
<b>Zoning Map Updates</b>	Change official zoning maps to be consistent with the new Comprehensive Plan Map.	Amended Zoning Maps
<b>Mixed Use Zoning</b>	Develop new mixed-use planning and zoning designations in Portland's commercial and central employment zones.	New Zoning Code chapter
<b>Institutional Zoning</b>	Develop new campus institution zoning procedures and standards, and identify infrastructure investments that could facilitate institutional employment growth.	New Zoning Code chapter
<b>TSP Implementation</b>	Adopt implementation measures associated with the Transportation System Plan.	Amendments to Zoning Code and Title 17 regulations as necessary, new street classification policy maps
<b>Community Involvement Program</b>	Update Community Involvement Manual and Zoning Codes.	Community Involvement Manual and potential Zoning Code amendments
<b>Industrial and Employment Land Supply</b>	Create a brownfield redevelopment program and update the zoning code to limit conversion of prime industrial land to other land uses.	Zoning Code amendments and brownfield program
<b>Intergovernmental Agreements</b>	Update agreements to comply with current state statutes and rules with all urban service providers within Portland's urban service boundary.	Intergovernmental Agreements
<b>Housekeeping Amendments</b>	Address changes that are not being included in larger Early Implementation projects. Examples of potential housekeeping changes include a variety of amendments to land use review approval criteria.	Zoning Code amendments

## Acknowledgment

After the City Council adopts the Comprehensive Plan, the City of Portland will send the City's Final Draft to the Land Conservation and Development Commission (LCDC). LCDC must review and acknowledge that the Comprehensive Plan completed by the City meets all applicable State of Oregon requirements. Once the plan is approved by LCDC it is considered an acknowledged Comprehensive Plan and the changes in the plan can become effective.

# WHEN AND HOW IS THE COMPREHENSIVE PLAN UPDATED AND AMENDED?

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The Comprehensive Plan is a long-range plan to guide land use decisions for a generation. Given the breadth of the plan, its long-term planning horizon and the amount of work required to update the plan's components, the Comprehensive Plan is only updated periodically.

However, it is often necessary to update portions of the plan or to create more focused area plans. When smaller updates are completed or area plans like Central City 2035 are completed, they must be adopted as "post-acknowledgment plan amendments." Post-acknowledgment plan amendments are not sent to the Land Conservation and Development Commission.

## Implementing the Portland Plan

The Comprehensive Plan forwards Portland's strategic priorities through land use. Concurrently with the development of the Factual Basis, the City of Portland and numerous local, regional, state, and federal partners, developed a strategic plan, The Portland Plan.

Adopted in 2012, the Portland Plan set four shared strategies to guide the City's and other government agency actions in Portland over the next 25 years: (1) A Framework for Equity, (2) Thriving Educated Youth, (3) Economic Prosperity and Affordability, and (4) Healthy Connected City. The 2035 Comprehensive Plan is an implementing tool of the Portland Plan.