

# Chapter 1: The Plan

## What is this chapter about?

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

- Identify and describe the purpose and role of the Comprehensive Plan's elements, supporting documents, and implementation tools.
- Define how the elements of the Comprehensive Plan – the Vision and Guiding Principles, the Goals and Policies, the Comprehensive Plan Map, and the List of Significant Projects – work together.
- Provide direction on how to use the Comprehensive Plan in future amendments to the Plan elements, its supporting documents, and implementation tools.
- Define the relationship between the Comprehensive Plan and federal, state, and regional regulations and plans.

### Why is this important?

The Comprehensive Plan is a long-range land use and public facility investment plan to guide future growth and the physical development of the City. The goals and policies within the Comprehensive Plan are designed to help Portland become a prosperous, healthy, equitable, and resilient city. This chapter defines both the scope and limit of the Plan's elements and explains how and when supporting documents and implementing tools are used.

The goals and policies in the Plan cover a wide variety of topics, but they are all for the purpose of informing and guiding land use decisions. A land use decision is one that has a significant impact on present or future land uses in the area. Examples of land use decisions include zoning decisions and adoption of growth related public facility plans.

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, so proposals or situations must be judged whether they meet the goals and policies on balance. Even the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter more will change from one decision to another. There is no set formula — no particular number of “heavier” policies equals a larger set of “lighter” policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction it believes best embodies the Plan as a whole. This approach recognizes that there are trade-offs and compromises and allows flexibility while still guiding land use and capital decisions. The Plan's Guiding Principles provide an anchor or reference point to consider when making trade-offs and compromises.

# Table of Contents

## Goals

Goal 1.A	Multiple goals
Goal 1.B	Regional partnerships
Goal 1.C	A well-functioning plan
Goal 1.D	Implementation tools
Goal 1.E	Administration

## Policies

### The Comprehensive Plan

Policy 1.1	Comprehensive Plan elements
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### Supporting documents

Policy 1.2	Comprehensive Plan supporting documents
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### Implementation tools

Policy 1.3	Implementation tools subject to the Comprehensive Plan
Policy 1.4	Zoning Code
Policy 1.5	Zoning Map
Policy 1.6	Service coordination agreements
Policy 1.7	Annexations
Policy 1.8	Urban renewal plans
Policy 1.9	Development agreements

### Administration

Policy 1.10	Compliance with the Comprehensive Plan
Policy 1.11	Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary
Policy 1.12	Consistency with Statewide Planning Goals
Policy 1.13	Consistency with state and federal regulations
Policy 1.14	Public facility adequacy
Policy 1.15	Intergovernmental coordination
Policy 1.16	Planning and Sustainability Commission review
Policy 1.17	Community Involvement Committee
Policy 1.18	Quasi-judicial amendments to the Comprehensive Plan Map
Policy 1.19	Area-specific plans

### List of Figures

1-1.	Comprehensive Plan Package
1-2.	Area-Specific Plans Adopted by Ordinance Prior to [effective date of this 2035 Comp Plan]

### Goals

#### **Goal 1.A: Multiple goals**

Portland's Comprehensive Plan provides a framework to guide land use, development, and public facility investments. It is based on a set of Guiding Principles that call for integrated approaches, actions, and outcomes that meet multiple goals 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 it is coordinated with the policies of governmental partners.

#### **Goal 1.C: A well-functioning plan**

Portland's Comprehensive Plan is effective, its elements are aligned, and it is updated periodically to be current and to 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 tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public's current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.

#### **Goal 1.E: Administration**

Portland's Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan as a whole. It is administered in accordance with regional plans and state and federal law.

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## Policies

### The Comprehensive Plan

This section identifies the elements of the Comprehensive Plan. *See Figure 1-1 — Comprehensive Plan Package.*

**Policy 1.1 Comprehensive Plan elements.** Maintain a Comprehensive Plan that includes these elements:

- **Vision and Guiding Principles.** The Vision is a statement of where the City aspires to be in 2035. The Guiding Principles call for decisions that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.
- **Goals and policies.** The goals and policies of the Comprehensive Plan, including the Urban Design Framework, provide the long-range planning direction for the development and redevelopment of the city.
- **Comprehensive Plan Map.** The Comprehensive Plan Map is the official long-range planning guide for spatially defining the 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, land use designations, and the recognized boundaries of the Central City, Gateway regional center, town centers, and neighborhood centers.
- **List of Significant Projects.** The List of Significant Projects identifies the public facility projects needed to serve designated land uses through 2035, including expected new housing and jobs. It is based on the framework provided by a supporting Public Facilities Plan (PFP). The Citywide Systems Plan (CSP) is the City's public facilities plan. The Transportation System Plan (TSP) includes the transportation-related list of significant projects. The list element of the TSP is also an element of the Comprehensive Plan.
- **Transportation policies, street classifications, and street plans.** The policies, street classifications, and street plan maps contained in the Transportation System Plan (TSP) are an element of the Comprehensive Plan. Other parts of the TSP function as a supporting document, as described in Policy 1.2.

### Supporting documents

The supporting documents contain the factual information or public facility assessments that are used to develop the Comprehensive Plan; they are not elements of the Comprehensive Plan itself.

**Policy 1.2**      **Comprehensive Plan supporting documents.** Maintain and periodically update the following Comprehensive Plan supporting documents.

**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 (HNA)

**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. The Citywide Systems Plan (CSP) is the City's public facilities plan.

**3. Transportation System Plan (TSP).** The TSP is the detailed long-range plan to guide transportation system functions and 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 TSP includes a financial plan to identify revenue sources for planned transportation facilities included on the List of Significant Projects. The TSP is the transportation element of the Public Facilities Plan. Certain components of the TSP are elements of the Comprehensive Plan. *See Policy 1.1.*

**4. School Facility Plans.** School facility plans that were developed in consultation with the City, adopted by school districts serving the City, and that meet the requirements of ORS 195 are considered supporting documents to the Comprehensive Plan.

## Implementation tools

These policies identify and describe the Comprehensive Plan implementation tools.

- Policy 1.3**     **Implementation tools subject to the Comprehensive Plan.** Maintain Comprehensive Plan implementation tools that are derived from, and comply with, the Comprehensive Plan. *Implementation tools include those identified in policies 1.4 through 1.9.*
- Policy 1.4**     **Zoning Code.** Maintain a Zoning Code that establishes the regulations that apply to various zones, districts, uses, and development types.
- Policy 1.5**     **Zoning Map.** Maintain a Zoning Map that identifies the boundaries of various zones, districts, and other special features.
- Policy 1.6**     **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 Services Boundary.
- Policy 1.7**     **Annexations.** Provide a process incorporating urban and urbanizable land within the City's Urban Services Boundary through annexation.
- See policies 8.11-8.19 for service extension requirements for annexations.*
- Policy 1.8**     **Urban renewal plans.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, adopt or amend goals and objectives that will guide investment priorities within a district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan.
- Policy 1.9**     **Development agreements.** Consider development agreements entered into by the City of Portland and pursuant to Oregon Revised Statute 94 a Comprehensive Plan implementation tool.

## Administration

Future work to update the Comprehensive Plan will generally respond to mandates, community needs, new information, and/or identified or potential land use problems, and will be based on the best available data, science, and analytical tools. Projects may be focused on a particular geographic area or may address a particular issue or set of issues and may result in amendments to the Comprehensive Plan, a supporting document, and/or an implementation tool.

## THE PLAN

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To effectively administer the Comprehensive Plan, amendments to an element of the Plan or an implementation tool must forward the overall intent of the Plan as a whole. The policies in this section apply to legislative and, in some cases, quasi-judicial amendments, to the Plan or an implementation tool.

**Policy 1.10 Compliance with the Comprehensive Plan.** Ensure that amendments to the Comprehensive Plan’s elements, supporting documents, and implementation tools comply with the Comprehensive Plan. “Comply” means that amendments must be evaluated against the Comprehensive Plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.

**1.10.a.** Legislative amendments to the Comprehensive Plan’s elements and implementation tools must also comply with the Guiding Principles.

**1.10.b.** Legislative amendments to the Comprehensive Plan’s elements should be based on the factual basis established in the supporting documents as updated and amended over time.

**1.10.c.** Amendments to the Zoning Map are considered to be in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map. *See Policy 10.3 for additional guidance on Zoning Map amendments.*

**Policy 1.11 Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary.** Ensure that the Comprehensive Plan remains consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.

**Policy 1.12 Consistency with Statewide Planning Goals.** Ensure that the Comprehensive Plan, supporting documents, and implementation tools remain consistent with the Oregon Statewide Planning Goals.

**Policy 1.13 Consistency with state and federal regulations.** Ensure that the Comprehensive Plan remains 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 1.14 Public facility adequacy.** Consider impacts on the existing and future availability and capacity of urban public facilities and services when amending Comprehensive Plan elements and implementation tools. Urban public facilities and services include those provided by the City, neighboring jurisdictions, and partners within Portland’s urban services boundaries, as established by Policies 8.2 and 8.6.



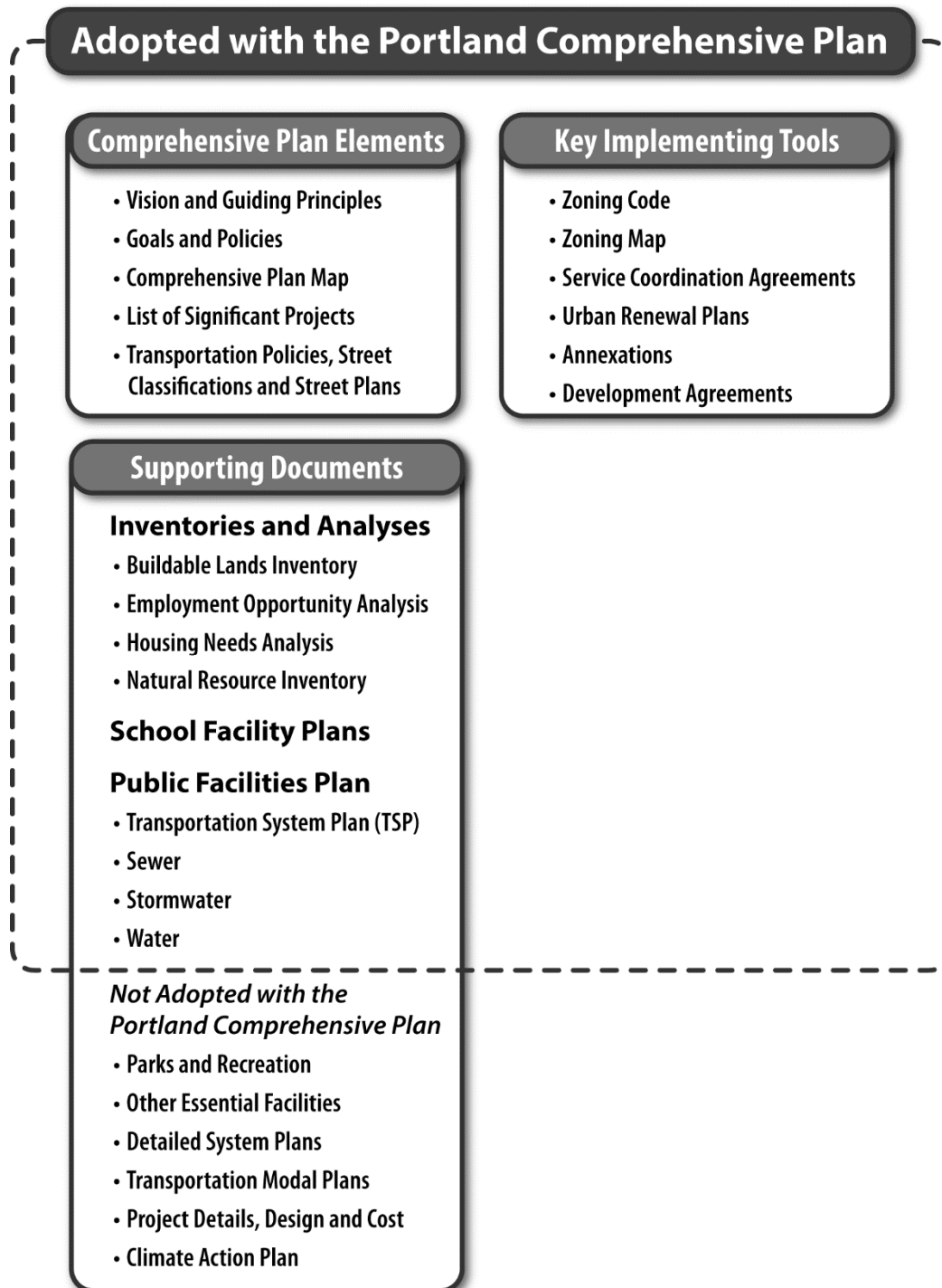
- Policy 1.15 Intergovernmental coordination.** Strive to administer the Comprehensive Plan elements and implementation tools in a manner that supports the efforts and fiscal health of the City, county and regional governments, and partner agencies such as school districts and transit agencies.
- Policy 1.16 Planning and Sustainability Commission review.** Ensure the Planning and Sustainability Commission (PSC) reviews and makes recommendations to the City Council on all proposed legislative amendments to Comprehensive Plan elements, supporting documents, and implementation tools. The PSC advises City Council on the City’s long-range goals, policies, and programs for land use, planning, and sustainability. The membership and powers and duties of the PSC are described in the Zoning Code.
- Policy 1.17 Community Involvement Committee.** Establish a Community Involvement Committee to oversee the Community Involvement Program as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.
- Policy 1.18 Quasi-judicial amendments to the Comprehensive Plan Map.** Applicants for quasi-judicial amendments to the Comprehensive Plan Map must show that the requested change adheres to Policies 1.10 through 1.15 and:
- Is compatible with the land use pattern established by the Comprehensive Plan Map.
  - Is not in conflict with applicable adopted area-specific plans as described in Policy 1.19, or the applicable hearings body determines that the identified conflict represents a circumstance where the area specific plan is in conflict with the Comprehensive Plan and the proposed amendment is consistent with the Comprehensive Plan.
- The Hearings Officer must review and make recommendations to the City Council on all quasi-judicial amendments to the Comprehensive Plan Map using procedures outlined in the Zoning Code.
- Policy 1.19 Area-specific plans.** Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

**1.19.a.** Area-specific plans that are adopted after [effective date of this 2035 Comp Plan] should clearly identify which components amend Comprehensive Plan elements, supporting documents, or implementation tools. Such amendments should be appropriate to the scope of the Comprehensive Plan; be intended to guide land use decisions; and provide geographically-specific detail. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses.

**1.19.b.** Area-specific plan components intended as context, general guidance, or directives for future community-driven efforts should not amend the Comprehensive Plan elements or implementation tools but be adopted by resolution as intent. These components include vision statements, historical context, existing conditions, action plans, design preferences, and other background information.

**1.19.c.** Community, area, neighborhood, and other area-specific plans that were adopted by ordinance prior to [effective date of this 2035 Comp Plan] are still in effect. However, the elements of this Comprehensive Plan supersede any goals or policies of a community, area, or neighborhood plan that are inconsistent with this Plan. *See Figure 1-2 – Area-Specific Plans Adopted by Ordinance Prior to [effective date of this 2035 Comp Plan], and Figure 7-2 – Adopted Environmental Plans.*

Figure 1-1. Comprehensive Plan Package



## THE PLAN

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Figure 1-2. Area-Specific Plans Adopted by Ordinance  
Prior to [effective date of this 2035 Comp Plan]

Plan	Ordinance No.	Effective dates
<b>Downtown Plan</b> <i>Amended (1980)</i>	150580	1972
<b>Corbett-Terwilliger-Lair Hill Policy Plan</b>	150580	1977
<b>Terwilliger Parkway Corridor Plan</b>	155244	1983
<b>Cully/Parkrose Community Plan</b> <i>Cully portion superseded by Cully Neighborhood Plan (1992)</i>	158942	1986
<b>Wilkes Community and Rockwood Corridor Plan</b>	160174	1987
<b>Sullivan's Gulch Neighborhood Action Plan</b>	159897	1987
<b>Kerns Neighborhood Action Plan</b>	159894	1987
<b>Hosford-Abernethy (HAND) Neighborhood Action Plan</b>	160471	1988
<b>Central City Plan</b>	160606	1988
<b>Buckman Neighborhood Plan</b>	164489	1991
<b>Brooklyn Neighborhood Plan</b>	163982	1992
<b>Cully Neighborhood Plan</b>	164922	1991
<b>Brentwood/Darlington Neighborhood Plan</b>	165071	1992
<b>Albina Community Plan</b>	166786, 167054	1993
<b>Arbor Lodge Neighborhood Plan</b>	166786, 167054	1993
<b>Boise Neighborhood Plan</b>	166786, 167054	1993
<b>Concordia Neighborhood Plan</b>	166786, 167054	1993
<b>Eliot Neighborhood Plan</b>	166786, 167054	1993
<b>Humboldt Neighborhood Plan</b>	166786, 167054	1993
<b>Irvington Neighborhood Plan</b>	166786, 167054	1993
<b>Kenton Neighborhood Plan</b> <i>Amended by Kenton Downtown Plan (2001)</i>	166786, 167054	1993, 2001
<b>King Neighborhood Plan</b>	166786, 167054	1993
<b>Piedmont Neighborhood Plan</b>	166786, 167054	1993
<b>Sabin Neighborhood Plan</b>	166786, 167054	1993
<b>Woodlawn Neighborhood Plan</b>	166786, 167054	1993
<b>Richmond Neighborhood Plan</b>	168280	1994
<b>University District &amp; River District Plans</b>	168702	1995
<b>Woodstock Neighborhood Plan</b>	169488	1995
<b>Downtown Community Association Residential Plan</b>	170347	1996
<b>Goose Hollow Station Community Plan</b>	169699	1996
<b>Outer Southeast Community Plan</b>	169763	1996
<b>Centennial Neighborhood Plan</b>	169763	1996
<b>Foster-Powell Neighborhood Plan</b>	169763	1996

## GOALS AND POLICIES

Plan	Ordinance No.	Effective dates
Lents Neighborhood Plan	169763	1996
Mt. Scott-Arleta Neighborhood Plan	169763	1996
Mill Park Neighborhood Plan	169763	1996
Montavilla Neighborhood Plan	169763	1996
Outer Southeast Business Plan	169763	1996
Pleasant Valley Neighborhood Plan	169763	1996
Powellhurst-Gilbert Neighborhood Plan	169763	1996
Hazelwood Neighborhood Plan	169763	1996
South Tabor Neighborhood Plan	169763	1996
Bridgeton Neighborhood Plan	171238	1997
Hillsdale Town Center Plan	171699	1997
Sellwood-Moreland Neighborhood Plan	171849	1997
Creston Kenilworth Neighborhood Plan	172365	1998
Sunnyside Neighborhood Plan	173725	1999
<b>Southwest Community Plan Vision, Policies and Objectives</b>	174667	2000
Hollywood and Sandy Plan	174325	2000
Kenton Downtown Plan (2001)	175210	2001
Guild's Lake Industrial Sanctuary Plan	176092	2001
Portsmouth Neighborhood Plan	176614	2002
Downtown's West End	176193	2002
South Waterfront Plan	177082	2002
Marquam Hill Plan	176742, 17777	2002
Northwest District Plan <i>Remanded (2005)</i>	177920, 177921, 177993, 178020	2003
<b>Amendments to the Cascade Station/Portland International Center Plan District</b>	17076	2005
Gateway Planning Regulations	178423, 178424	2004
St. Johns/Lombard Plan	178452	2004
DivisonVision Green Street/Main Street Plan	179925	2006
North Interstate Corridor Plan	182072	2008
North Pearl District Plan	182319	2008
Hayden Island Plan	183124	2009
Airport Futures City Land Use Plan	184521	2011
SE 122nd Avenue Rezone Project	185682	2012