

2035 COMPREHENSIVE PLAN



2035 COMPREHENSIVE PLAN

Overview of the 2035 Comprehensive Plan
and related planning framework

March 28, 2023



UPDATED THROUGH
MARCH 2020
CITY OF PORTLAND, OREGON



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**



Comprehensive Plan Overview

1. Oregon planning program relationship
2. Metro regional planning relationship
3. Portland 2035 Comprehensive Plan - highlights and overview



Comprehensive Planning



Oregon State Law requires cities to maintain Comprehensive Plans



Must be consistent with Statewide Land Use Goals



Periodically they must be updated



Coordination with Metro Regional Plans also required





Comprehensive Plans in Oregon

Oregon law (ORS 197.015):

A generalized, **coordinated land use map and policy statement** of the governing body of a local government that **interrelates all functional and natural systems** and activities **relating to the use of lands**, including but not limited to sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs.





Oregon Land Use Goals

- The foundation of statewide program for land use planning in Oregon is a set of 19 Statewide Land Use Planning Goals.
- The goals express the state's policies on land use and related topics.
- Most goals are accompanied by guidelines, which are suggestions about how a goal may be applied.
- Oregon's statewide goals are achieved through local comprehensive planning.



Oregon Land Use Goals

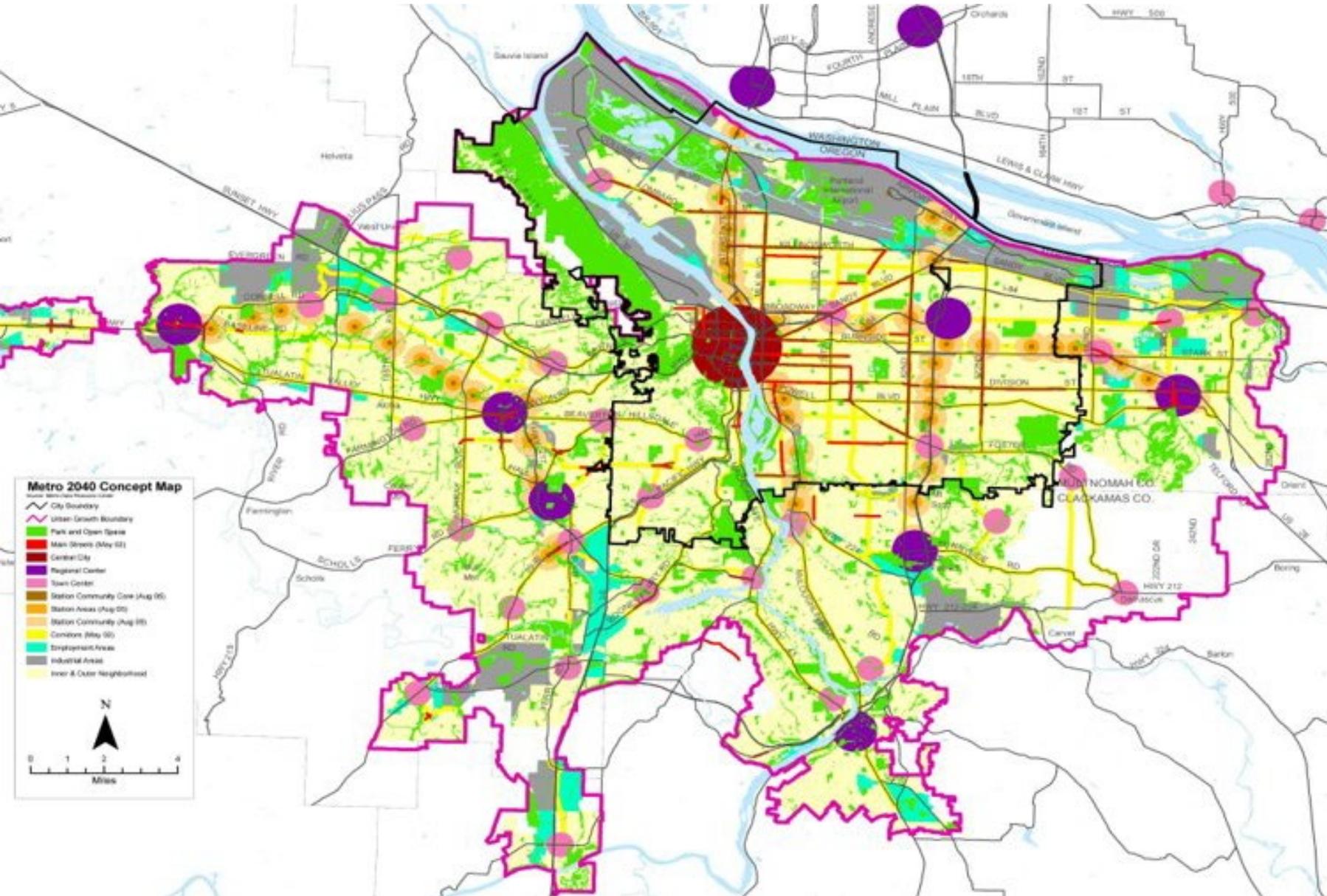
- [Goal 1](#) Citizen Involvement
- [Goal 2](#) Land Use Planning
- [Goal 3](#) Agricultural Lands
- [Goal 4](#) Forest Lands
- [Goal 5](#) Natural Resources, Scenic and Historic Areas, and Open Spaces
- [Goal 6](#) Air, Water and Land Resources
- [Goal 7](#) Natural Hazards
- [Goal 8](#) Recreational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

Oregon Land Use Program – Key Terms

- **DLCD** – Department of Land Conservation and Development. The state agency that administers the statewide planning program and ensures local jurisdictions comply with the programs. Provides technical assistance to local governments.
- **LCDC** - Land Conservation and Development Commission. Provides policy direction for the land use planning program and oversees DLCD operations. Makes decisions on periodic review acknowledgments and adopts rules.
- **LUBA** – Land Use Board of Appeals. A unique special-purpose statewide court that hears challenges to local land use plans and decisions. In most other states this is done by the regular circuit courts.
- **PAPA** – Post Acknowledgement Plan Amendments. A term used when a local government is making amendments to an acknowledged plan.

Metro Regional Planning

- Urban Growth Boundary
- 2040 Growth Planning
 - *Centers*
 - *Main Streets*
 - *Corridors*
- Regional Framework Plan
- Regional Transportation Plan



Portland's 2035 Comprehensive Plan

Sets the framework for
development of the City over the
next 20 years.



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SUSTAINABILITY**

Adopted with the Portland Comprehensive Plan

Comprehensive Plan Elements

- Vision and Guiding Principles
- Goals and Policies
- Comprehensive Plan Map
- List of Significant Projects
- Transportation Policies, Street Classifications and Street Plans

Key Implementing Tools

- Zoning Code
- Zoning Map
- Service Coordination Agreements
- Urban Renewal Plans
- Annexations
- Development Agreements

Supporting Documents

Inventories and Analyses

- Buildable Lands Inventory
- Employment Opportunity Analysis
- Housing Needs Analysis
- Natural Resource Inventory

School Facility Plans

Public Facilities Plan

- Transportation System Plan (TSP)
- Sewer
- Stormwater
- Water

Not Adopted with the Portland Comprehensive Plan

- Parks and Recreation
- Other Essential Facilities
- Detailed System Plans
- Transportation Modal Plans
- Project Details, Design and Cost
- Climate Action Plan



Portland 2035 Comprehensive Plan Vision

Portland is a prosperous, healthy, equitable and resilient city where everyone has access to opportunity and is engaged in shaping decisions that affect their lives.



Portland 2035 Comprehensive Plan Guiding Principles



Economic Prosperity

Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.



Human Health

Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.



Environmental Health

Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.



Portland 2035 Comprehensive Plan Guiding Principles



Equity

Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.



Resilience

Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.



Comprehensive Plan: Goals and Policies

1. The Plan
2. Community Involvement
3. Urban Form
4. Design and Development
5. Housing
6. Economic Development
7. Environment and Watershed Health
8. Public Facilities and Services
9. Transportation
10. Land Use Designations and Zoning



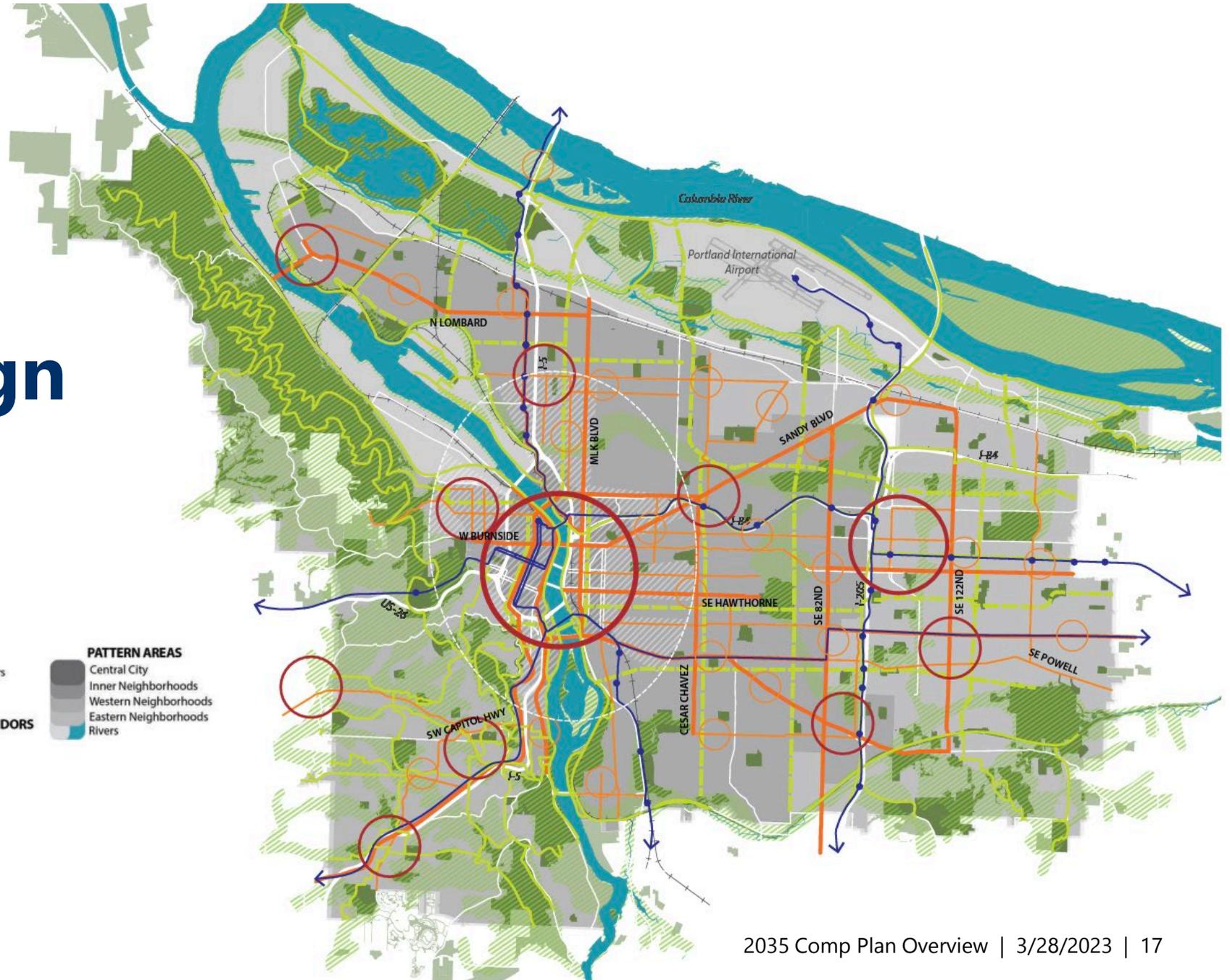
Community Involvement Goals

- 2.A Community involvement as a partnership
- 2.B Social justice and equity
- 2.C Value community wisdom and participation
- 2.D Transparency and accountability
- 2.E Meaningful participation
- 2.F Accessible and effective participation
- 2.G Strong civic infrastructure



Urban Design Framework

- CENTERS**
 - Central City
 - Gateway
 - Regional Center
 - Town Centers
 - Neighborhood Centers
 - Inner Ring Districts
- CORRIDORS**
 - Civic Corridors
 - Neighborhood Corridors
 - High Capacity Transit
 - Rail
- CITY GREENWAYS**
 - Enhanced Greenway Corridors
 - Trails (Existing & Proposed)
- URBAN HABITAT CORRIDORS**
 - Parks & Open Spaces
 - Habitat Corridor
 - Waterbodies
- PATTERN AREAS**
 - Central City
 - Inner Neighborhoods
 - Western Neighborhoods
 - Eastern Neighborhoods
 - Rivers

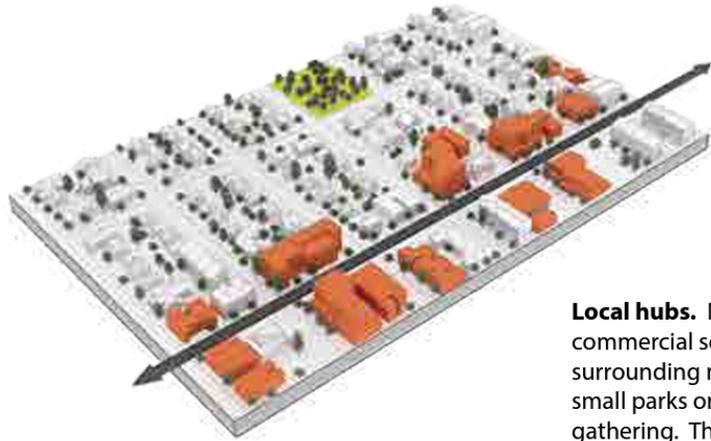


Centers and Corridors Growth Strategy



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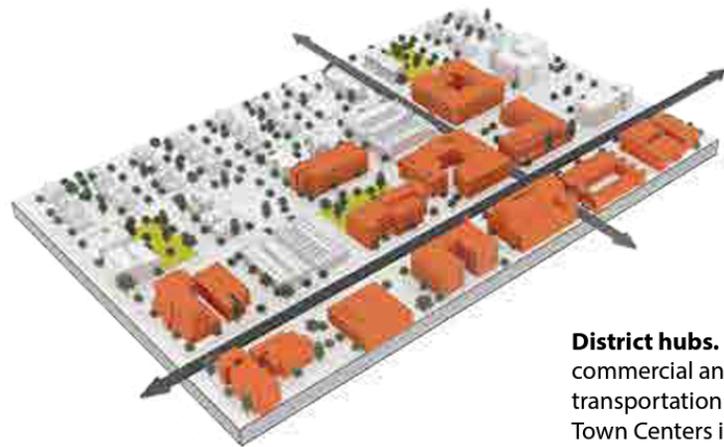
NEIGHBORHOOD CENTER



HOUSING	3,500 units
JOBS	Primarily retail/service
BUILDING SCALE	Up to 4 stories

Local hubs. Neighborhood centers are hubs of commercial services, activity, and transportation for surrounding neighborhoods. They typically include small parks or plazas that support local activity and gathering. These smaller centers provide housing capacity within a half-mile radius for about half the population needed to support a full-service neighborhood business district (surrounding neighborhoods provide the rest of this population base).

TOWN CENTER



HOUSING	7,000 units
JOBS	Diverse employment/institutions
BUILDING SCALE	Up to 5-7 stories

District hubs. Each Town Center is a hub of commercial and public services, activity, and transportation for the broad area of the city it serves. Town Centers include parks or public squares to support their roles as places of focused activity and population. They provide housing capacity within a half-mile radius for enough population to support a full-service neighborhood business district.



Corridor



New Development

REGIONAL CENTER



HOUSING	15,000 units
JOBS	Employment hub for East Portland (capacity for 15,000 jobs)
BUILDING SCALE	Up to 5-12 stories

East Portland's hub. Gateway anchors East Portland as a hub of employment, transportation, and commercial and public services. Gateway will be the location for public services and gathering places serving East Portland and the broader region. It has an important regional role in accommodating employment and housing growth.

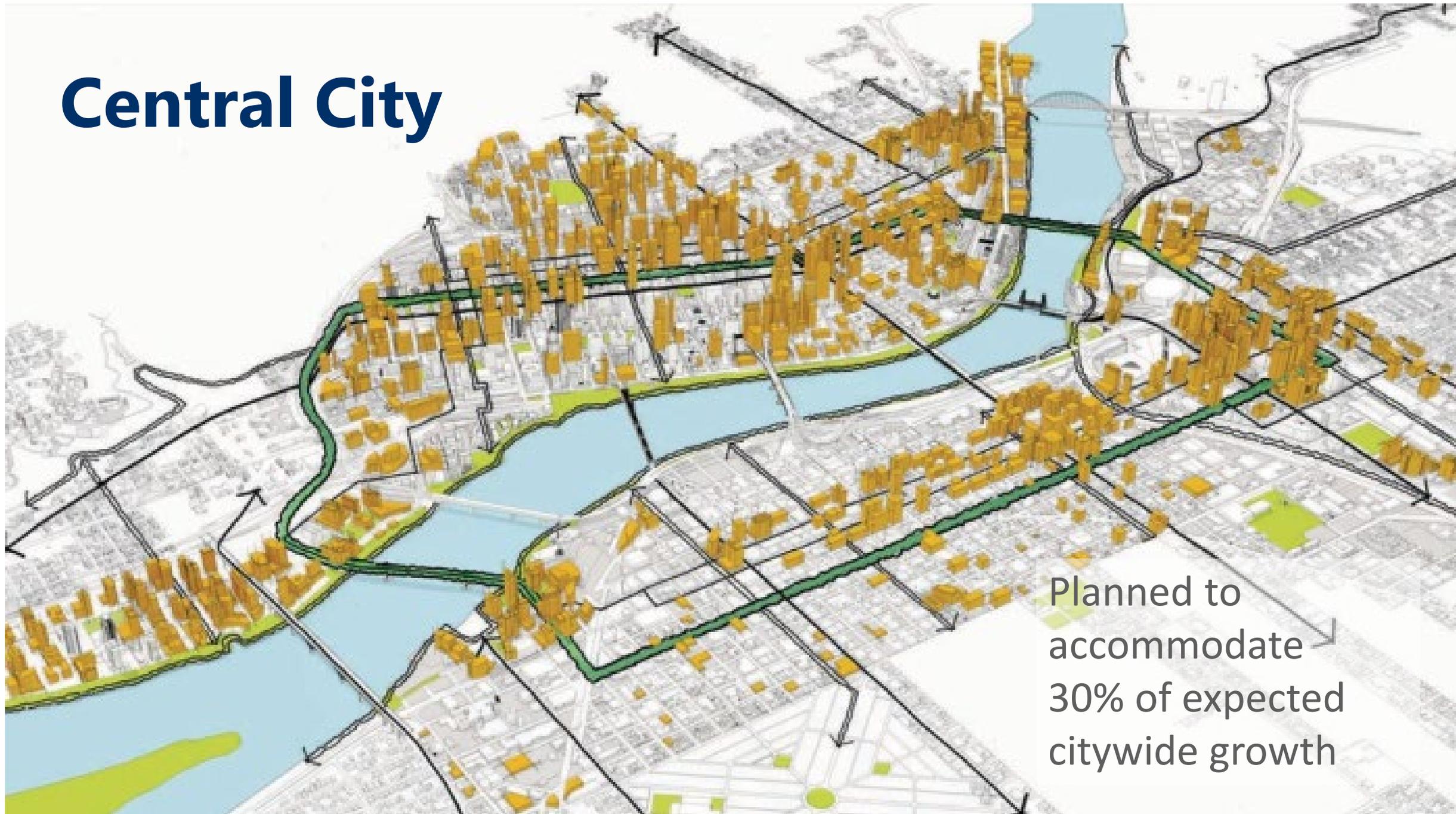
CENTRAL CITY



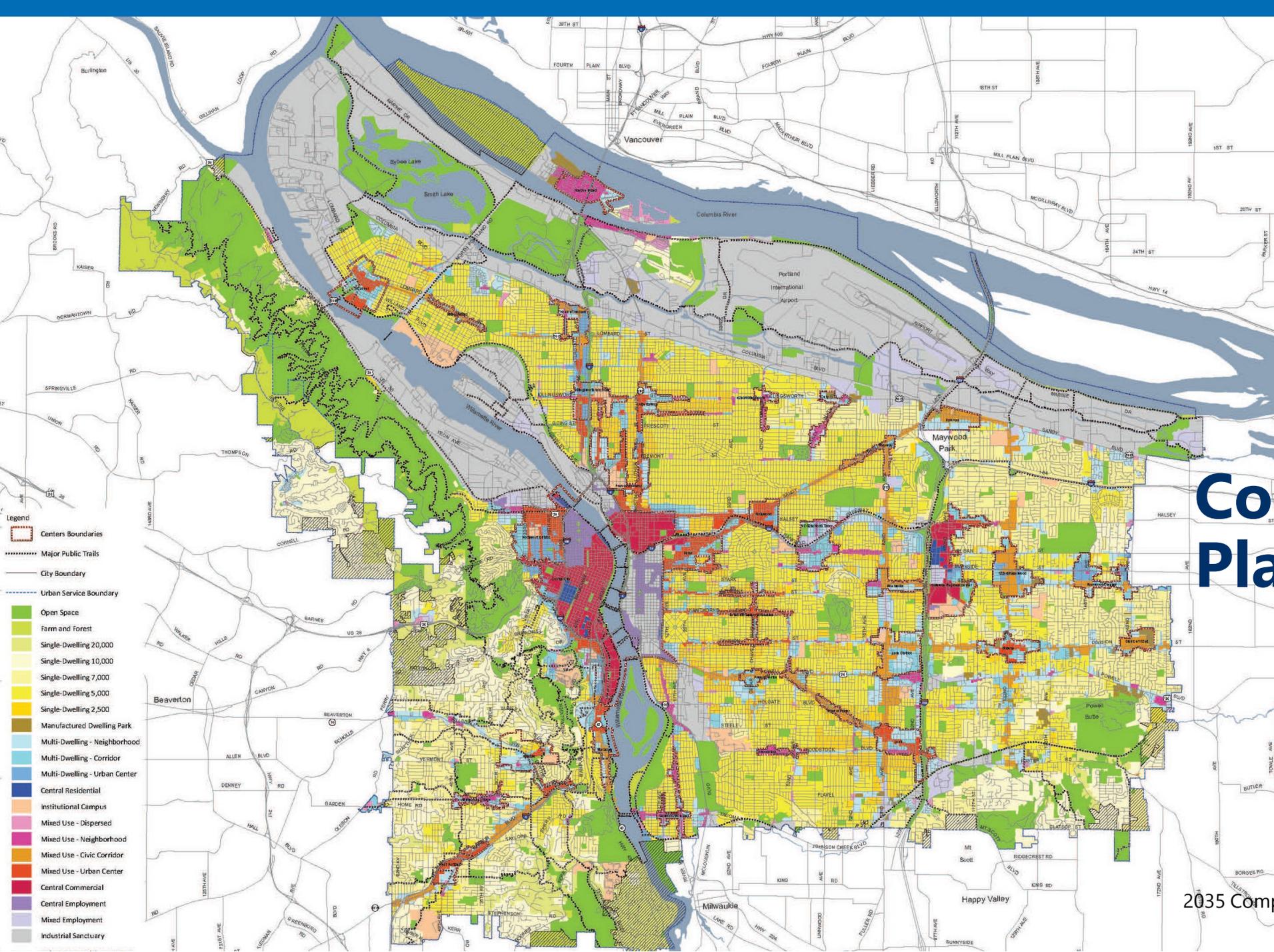
HOUSING	67,000 units
JOBS	Regional employment hub (capacity for 248,000 jobs)
BUILDING SCALE	Up to 30+

The region's central hub. The Central City anchors Portland and the entire region with concentrations of jobs, services, and civic and cultural institutions, and is the region's central transportation hub. Its mixed-use districts are the location of Portland's largest concentrations of high-density housing, and its public places and the Willamette River waterfront are places of activity and gathering for the city and region.

Central City



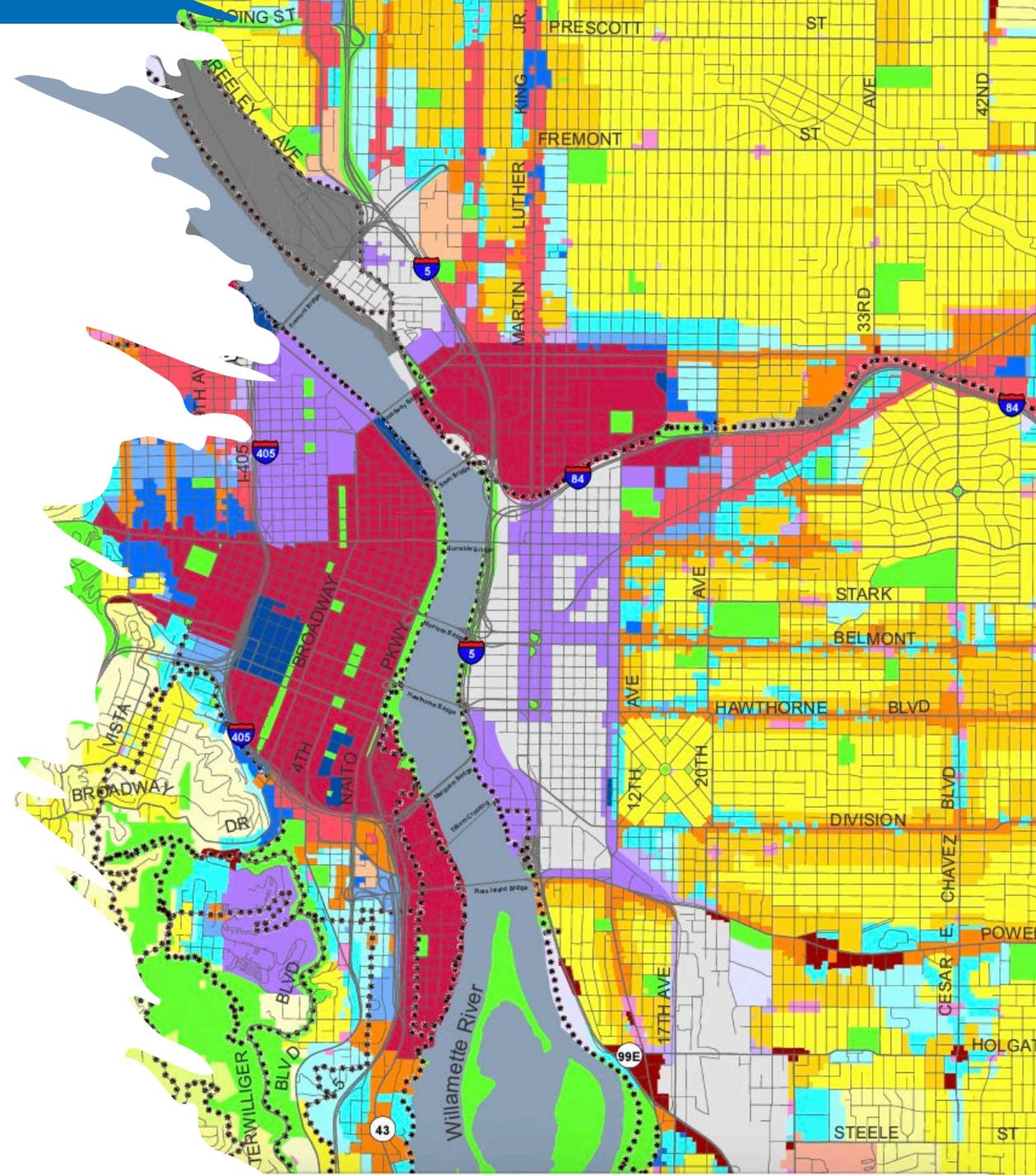
Planned to accommodate 30% of expected citywide growth



Comprehensive Plan Map

Comprehensive Plan and Zoning

- The Comprehensive Plan map and the Zoning map are closely linked.
- The Comprehensive Plan map identifies intended future land use.
 - Long term growth/aspiration
 - Some plan designations allow multiple zone options to allow change
- The Zoning map and code govern the uses and development that are allowed now.
 - Generally in alignment with Comprehensive Plan, except where obstacles to development occur





Citywide Systems Plan

A 20-year coordinated municipal infrastructure plan for areas within the City of Portland's urban service boundary.

Portland's municipal infrastructure assets are physical systems that provide services and are maintained by the City.

These include transportation networks; water storage and distribution; sewer and stormwater collection and treatment facilities; parks and recreation facilities; other facilities such as City Hall, office buildings, and fire and police stations; and technology assets.

Citywide Systems Plan (example)

TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost (\$2014)
30016	Portland	Portland	Going/Greeley Interchange Improvements	Going/Greeley, N	Redesign Going/Greeley interchange including climbing lane on Going to improve truck movement between Swan Island, Lower Albina, and I-5.	16,750,000
30018	Portland	Portland	Hayden Island Street Network Improvements, Phase 1	Hayden Island, N	Implement street plan for Hayden Island to improve circulation and access for all modes.	1,834,600
30020	ODOT	ODOT	Columbia River Crossing	I-5, N (Victory Blvd - Washington border)	Replace I-5/Columbia River bridges and improve interchanges on I-5.	2,982,000,000
30028	Portland	Portland	Killingsworth Street Improvements	Killingsworth St, N/NE (Interstate - MLK Jr)	Construct street improvements to improve pedestrian connections to Interstate MAX LRT and to establish a main street character promoting pedestrian-oriented activities.	3,728,869
30030	Portland	Portland	N Killingsworth Streetscape Improvements	Killingsworth St, N (Greeley - Denver)	Design and implement streetscape improvements to enhance sidewalks, lighting, crossings, transit stops, and signals.	1,851,960
30033	TriMet	TriMet	Portland Vancouver Light Rail	Expo Center - Vancouver, WA	Extend light rail service from Expo Center to Vancouver, WA.	1,075,965,000
30035	Portland	ODOT	Lombard St ITS	Lombard St, N/NE (MLK Jr - Philadelphia)	Communications infrastructure including closed circuit TV camera, Bluetooth detection, improved bus priority variable message signs for remote monitoring and control of traffic flow at the intersections with MLK Jr, Interstate, Greeley, Portsmouth, Philadelphia/Ivanhoe.	673,440
30037	Portland / ODOT	ODOT	N Lombard Corridor Improvements	Lombard St, N (Woolsey - MLK)	Design and implement transportation and streetscape improvements to improve safety and promote pedestrian-oriented uses along the corridor and to create a safe, pleasant pedestrian link over I-5, including intersections improvements at Montana & Lombard and an improved pedestrian crossing of the Interstate 5 on-ramp. The project will be coordinated with ODOT to address potential impacts to Lombard and the I-5 interchange.	5,000,000
30038	Portland	Portland	Marine Dr ITS	Marine Dr, N/NE (Portland Rd - 185th)	Install CCTV at N Portland Rd and changeable message signs at Portland Rd, Vancouver and 185th	238,510
30039	Port	Railroad	Marine Dr Rail Overcrossing	Marine Dr, N (at Rivergate West)	Reroute rail tracks and construct an above-grade rail crossing at Rivergate West entrance to improve safety and reduce vehicle and rail traffic conflicts.	13,644,200
30042	Portland	TriMet	MLK Jr Blvd Transit Improvements	MLK Jr Blvd, NE (Broadway - Lombard)	Provide capital improvements that enhance the frequent bus service along MLK Jr Blvd.	1,926,330



Thank You!

Questions?



What is a Comprehensive Plan?

Vision and Guiding Principles

Goals and Policies

Comprehensive Plan Map

Transportation policies,
classifications, and street plans

List of Significant Public Project

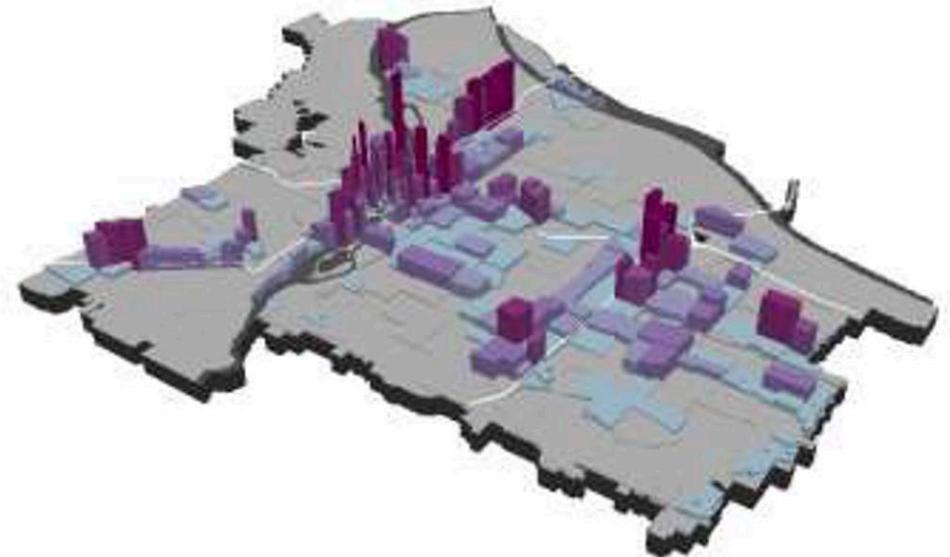
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- **LUBA** – Land Use Board of Appeals. A unique special-purpose statewide court that hears challenges to local land use plans and decisions. In most other states this is done by the regular circuit courts.
- **PAPA** – Post Acknowledgement Plan Amendments. A term used when a local government is making amendments to an acknowledged plan. The standard and process of state review is more streamlined than the process of Periodic Review.
- **Periodic Review** - A state-required periodic evaluation to determine how well the comprehensive plan is serving local needs and whether it continues to comply with state law. DLCD oversees the work scope.
- **Acknowledgement** – The term used to indicate that a local comprehensive plan has been officially determined to comply with the statewide requirements. Portland's Comprehensive Plan was most recently acknowledged in 2020.

Core Supporting Documents

A core function of planning in Oregon is tracking and regulating land supply, to ensure there is enough land inside urban growth boundaries for 20-years of projected growth (both housing and jobs). To do that we maintain and periodically update several state-mandated reports:

- Buildable Lands Inventory
- Natural Resources Inventory
- Housing Needs Analysis
- Economic Opportunities Analysis



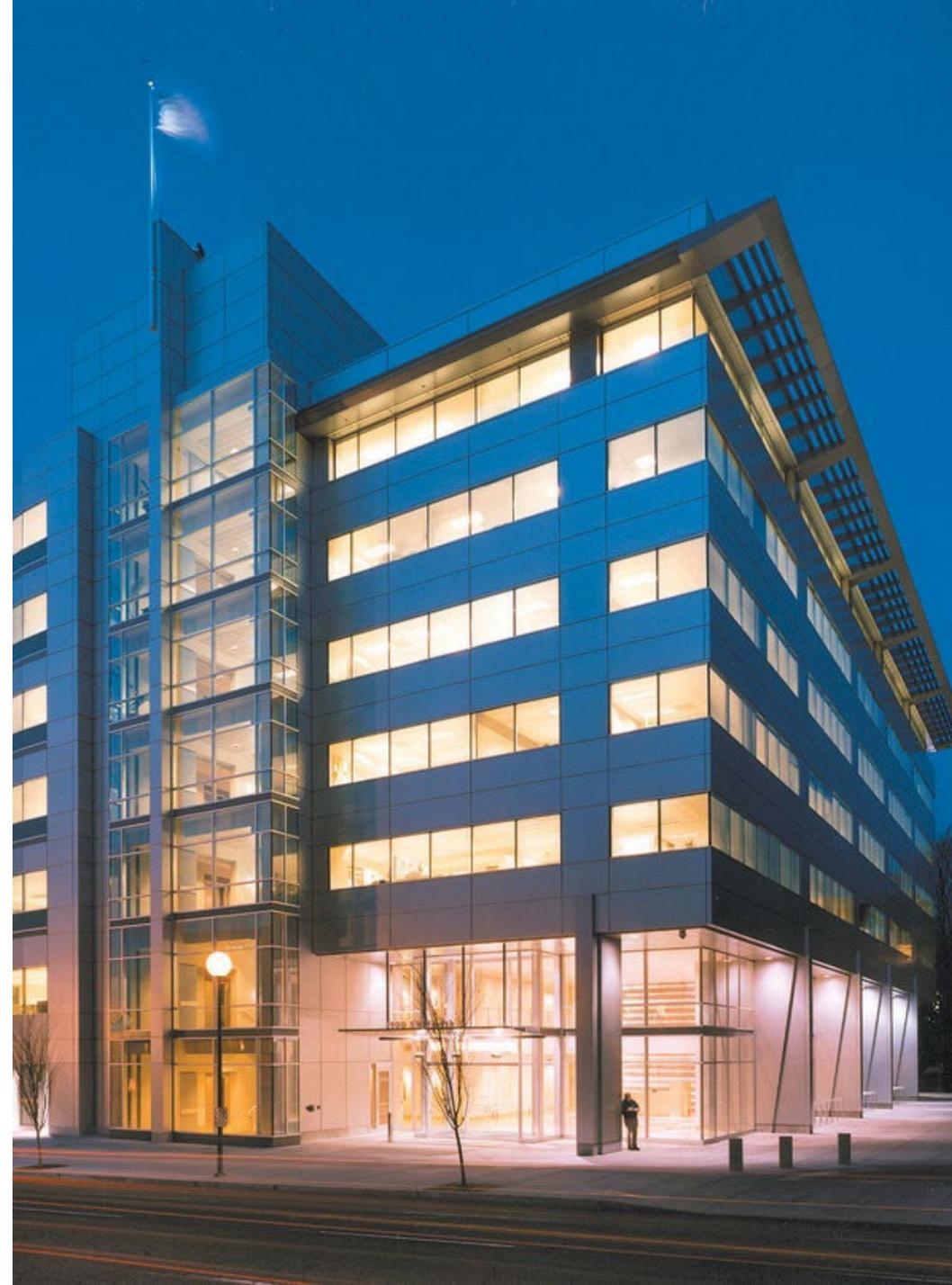
Bureau of Planning and Sustainability

- Updates the Comprehensive Plan Policies and Map
- Updates the Zoning Code and Map
- Develops Area and Corridor Plans
- Plans for Strategic Sites
- Manages Annexations
- Staffs the Planning and Sustainability Commission



Bureau of Development Services

- Administers the Zoning Code, Issues permits
- Land Use Reviews – such as Design Review, Adjustments, etc.
- Partitions and Subdivisions
- Property Line Adjustments
- Site-specific Zone Changes or Comprehensive Plan Map changes





The cost of providing complete roads, sidewalks, safe crossings, transit infrastructure, and stormwater facilities per new dwelling...

	Hayhurst/Maplewood BH Hwy Area	MLK and Alberta Corridors
20-year household growth forecast	1,025 new	2,740 new
Total local cost of missing infrastructure	\$320M	\$30M
Cost per dwelling for infrastructure	\$25,000	\$88

* Assumes new growth is paying its proportional share of the cost, shared with existing dwellings and expected commercial growth. Excludes some regional and federal costs.

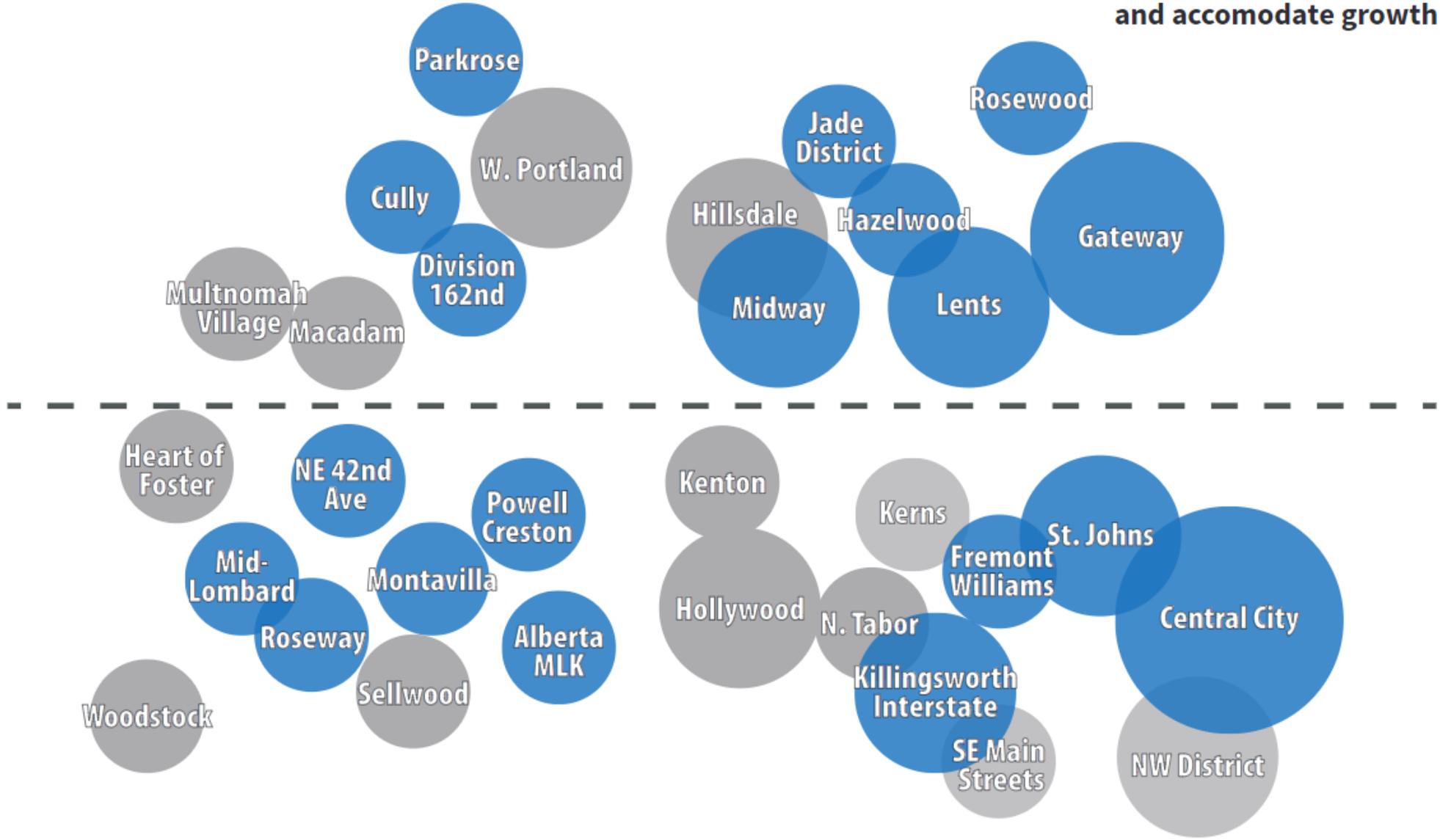
Compact Orderly Growth

- Growing up rather than out is central to the Oregon land use strategy
- Dense urban development is less costly to serve than greenfield development at the edge of the region
- Within Portland, development in Inner Portland requires less infrastructure investment per unit than development in lower density areas.

Invest to reduce disparity

Invest to enhance neighborhoods and accomodate growth

HIGHER NEED
↑
↓
LOWER NEED



LOWER POPULATION (2035)

HIGHER POPULATION (2035)

Respond to opportunities and maintain existing services

Fill service gaps and accomodate growth

2035 Comprehensive Plan Guiding Principles

- **Economic prosperity.** Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.
- **Human health.** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.
- **Environmental health.** Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.
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- **Resilience.** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

What do Long Range Planning Staff do?

- Bureau coordination
- Research best practices
- Write policy and zoning code
- Maps and graphics
- Collect and examine data
- Maintain community and agency partnerships
- Community engagement
- Document compliance with local/regional/state policy
- Legislative process (hearings, ordinances)

Planning Commission

- In most Oregon communities, proposed legislative amendments to the comprehensive plan or zoning code are considered first by the planning commission, which holds one or more public hearings.
- Planning Commission duties prescribed by state law
- State law governs membership composition and powers
- Powers include recommending plans for:
 - regulating the future growth, development and beautification
 - promotion, development and regulation of industrial and economic needs
 - promotion of the public interest, health, morals, safety, comfort, convenience and welfare

Metro Regional Context

- Urban Growth Boundary
- 2040 Growth Planning
- Regional Functional Plan
- Regional Transportation Plan

Title 1: Transportation system design

Presents regional guidelines for designing streets, transit systems, pedestrian and bike networks, and freight networks, as well as managing the transportation system overall

Title 2: Development and update of transportation system plans

Presents guidelines for local jurisdictions in developing and updating local transportation plans, including measuring performance

Title 3: Transportation project development

Presents guidelines for identifying and defining projects in local transportation plans

Title 4: Regional parking management

Presents guidelines to help local governments plan for parking management in their communities

Title 5: Amendment of comprehensive plans

Presents guidelines for making changes to local plans

Title 6: Compliance procedures

Describes how Metro ensures local plans are consistent with regional plans

Title 7: Definitions

Portland Central City:
To be determined through Central City Plan update

BI-state HCT corridors to be considered in conjunction with RTC



Components of Portland's Comprehensive Plan

Adopted with the Portland Comprehensive Plan

Comprehensive Plan Elements

- Vision and Guiding Principles
- Goals and Policies
- Comprehensive Plan Map
- List of Significant Projects
- Transportation Policies, Street Classifications and Street Plans

Key Implementing Tools

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School Facility Plans

Public Facilities Plan

- Transportation System Plan (TSP)
- Sewer
- Stormwater
- Water





Portland 2035 Comprehensive Plan Vision

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Portland is a prosperous, healthy, equitable and resilient city where everyone has access to opportunity and is engaged in shaping decisions that affect their lives.



Complete Neighborhoods

Two-thirds of Portlanders live in complete neighborhoods

The City's goal is for 80% of residents to live in complete neighborhoods

Complete Neighborhoods

Have 5 of 7 factors to be considered complete:

Pedestrian	Streets with sidewalks on at least one side
Bicycle	1/4 mile to a Trail or Greenway
Transit	1/2 mile to MAX or 1/4 mile to Frequent Service or 1/8 mile to Regular Service
Parks	1/2 mile to a Neighborhood Park and 3 miles to Community Center
Healthy Food	1/2 mile to Store
Commercial Services	1/2 mile to business/service cluster
Elementary School	1 mile to a public elementary school

