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A PROPOSED COMPREHENSIVE PLANNING PROCESS FOR
THE CITY OF PORTLAND

- The preparation and adoption of Portland's comprehensive land use plan will be divided into 4 phases:
 1. Collection and presentation of information, analysis and questions for public discussion in the form of published papers;
 2. Public discussion of published papers, solicitation of recommendations from interested groups and individuals, and formulation of policies and programs (comprehensive plan) for recommendation to the Planning Commission;
 3. Planning Commission hearings on recommended comprehensive plan and implementation program, modifications as judged desirable by the Planning Commission, adoption of recommended comprehensive plan and implementation program;
 4. City Council hearings on Planning Commission recommendation, modifications as judged desirable by City Council, adoption of Portland Comprehensive Plan and implementation program.

Phase I

- Phase I will involve efforts needed to produce two volumes of Comprehensive Plan Papers: The Neighborhood Papers (Vol. I) and the Comprehensive Plan Working Papers (Vol. II).

- Both volumes are meant to promote public discussion as well as to foster the formulation of public policy. The Neighborhood Papers are designed to focus on policies specific to geographic areas of the city. The Comprehensive Plan Working Papers are designed to focus on policies specific to important city-wide issues or concerns.

- The Neighborhood Papers are meant to provide a foundation of information upon which Neighborhood Associations, along with other interested groups and individuals, may more effectively come to a set of proposed policies for areas within their neighborhood.

- The first section of each Neighborhood Paper would contain the following information about the subject neighborhood:
 1. An historical analysis of the area describing the history of change and development of the neighborhood, utilizing photographs or old sketches where possible, profiles of early settlers, historical points of interest, things that have changed only a little, as well as those that have changed a lot.

 2. A base map showing the boundaries of the neighborhood, all public rights-of-way along with names of streets, all private property lines, all existing structures and number of residential units in each structure, the existing zoning pattern along with zone changes and conditional uses approved since 1959, the existing use of land, building permits for new construction and demolition by type of structure issued since 1959, traffic volumes on major streets for most recent count with comparisons of selected past years, pedestrian and vehicular accidents for past 5 years, census

tract and zip code boundaries, school attendance boundaries, real estate transactions of recent past, designated historic districts or landmarks, existing major water, sewer, storm water facilities along with any areas or facilities with problems, ongoing HCD programs and projects, etc.

3. An analysis of census data trends including 1960-70 changes in total population, total housing units, median income, % renter and owner-occupied household size, vacant housing units, elementary school enrollment, %65+ and %18 and under.

- A second section of the Neighborhood Paper would compare the way in which land is presently used in the neighborhood with the land use policy of the city as it now exists or is proposed. All land in every neighborhood will be placed in one of the following categories:

- I. Areas where present policy suggests no development.
 - A. All public, dedicated rights-of-way and easements
 - B. All land owned and used by public - City, County, State, Federal
 1. Open space, parks, recreation
 2. Schools, grounds, facilities
 3. Public facilities; reservoirs, treatment plants, offices, etc.
 - C. All land now developed at permitted use and density
 - D. All vacant land in substandard lots or parcels
- II. Areas where development should be limited by policy.
 - A. Flood plains
 - B. Slide areas
 - C. Natural drainageways
 - D. Prime agricultural or forest land

III. Areas where present policy permits limited redevelopment.

A. All land now developed but not at permitted use and/or density.

IV. Areas where development is expected.

A. Vacant land in standard or greater lots or parcels.

- Each category of land raises certain policy questions. For example, in some neighborhoods there will be a lot of land in category III: areas where development exists but not at those densities or in those uses permitted by the Zoning Code of the city.

One neighborhood may decide that in this kind of area the existing uses should be maintained possibly by changing city policy. In another neighborhood redevelopment at permitted uses and densities may be encouraged. The questions for both neighborhood associations are the same: Do we want to change the existing policy or not? If you do not want to change the policy and the use is consistent with the policy, then you can go on to other areas. If you do want to change the existing policy, what do you want to change it to? This consistency of questions will lend a certain framework to the recommendations that are being offered by the neighborhood associations and other interested groups and individuals.

- A third section of the Neighborhood Paper should include information which may be of some value to the neighborhood about the city as a whole. Has Council already adopted any policies in particular areas of concern to neighborhoods? How much money has the city spent in the last 5 years for various kinds of improvements or projects? Where were

these projects located? What policies might other bureaus or agencies of the city have that may affect neighborhood deliberations on the future of their area? In short, those who are asked seriously to reflect upon their future should be given as much relevant information as possible. Further, if each neighborhood has available to it the same kind of information, some coordination of their individual responses might logically be expected.

Related to this section of the Neighborhood Papers, but embodied in separate documents, are the Comprehensive Plan Working Papers.

Each neighborhood association will have available, as they're published, each of the Comprehensive Plan Working Papers. These documents cover issues and questions of concern to the entire city, some of which should influence the work of the neighborhood association. (A full discussion of the Working Papers is included in the next section.)

- A fourth section of the Neighborhood Papers will include a list of questions to be answered by those interested groups and individuals in a neighborhood.

Those questions should be answered by the deliberations of neighborhood groups during the process that they establish for purposes of making recommendations as to land use policies and programs for their area. In other words, not only will neighborhoods be given certain standard information, but they will also be given a standard set of questions; standard answers are not expected. Each neighborhood is bound to differ in important ways. But standard questions and standard information would provide

some measure of consistency across the city as each neighborhood "does its own thing." This will be important as the City Planning Commission and staff eventually try to put together a coherent whole from the collected results of 40 or 50 neighborhood planning processes.

- The Neighborhood Papers should be in a standard format. This standard format will permit addition of information, analysis or maps as may be called for or desired by the neighborhood. The Papers will be 8 1/2 x 11, with standard type style and page layout, standard covers (with at least half of cover space left for each neighborhood's own cover), etc.

In many respects, the Neighborhood Papers and the process involving the neighborhood associations is going to be one of trying to find a standard set of information and questions that must be answered, having them addressed and answered by all the neighborhood associations, yet leaving them free to add information useful to their own purposes as well as free to propose additional policies or programs which are unique to their particular area.

- Volume II of the Comprehensive Plan will be comprised of Comprehensive Plan Working Papers. These papers are meant to promote public discussion about a city-wide issue or concern. They will be short and to the point. They will be standard in format.

Some of these working papers will relate to decisions before the various bureaus and agencies of the city. An example of this is a decision before the Water Bureau about whether or not to invest in an alternative source of water, and if so, how?

Other working papers might discuss the development issues arising from our growing appreciation of the hazards to life and property represented by slide areas and flood plains. Still, others might address more abstract issues such as the way in which standards (building codes, DEQ regulations, etc.) effect the use of land and property.

The Working Papers will also be the logical place in which to call local attention to CRAG or LCDC functional goal areas recognizing that we must develop a plan which is consistent with these goals. For example, we may have a Comprehensive Plan Working Paper devoted to the subject of air and water quality. An explanation of air and water quality issues, a discussion of the ways in which the city and state are at present attempting to preserve air and water quality, along with an evaluation of the success of these measures, all could be explored in a Comprehensive Plan Working Paper.

Because these papers are meant to promote discussion, they will not always be concluded with a recommendation. Often the only conclusion can be a series of questions. Also, because they are meant for public discussion, they will be widely disseminated to interested groups and individuals. These papers might also be the raw material for any media efforts we may be able to promote.

Each of the Comprehensive Plan Working Papers will go to a specific mailing list. The writer of the report will be responsible for proposing a mailing list for the paper. Neighborhood Associations and other interested groups or individuals related to an area of the city or a neighborhood of the city should be on the list for all of these working papers. They will be asked to introduce and to consider

these issues and questions in their own work, in their own neighborhood.

Some examples of titles for Comprehensive Plan Working Papers are as follows:

1. A Comprehensive Planning Process For The City Of Portland, Oregon
2. Natural Hazards To Life And Property: Floods, Landslides, And Earthquakes
A Classification Of Streets
Housing For Low-income Families
Land Use And Land Use Policy
Growth And The City Of Portland
3. Does Government Have Too Many Rules?
4. How Much Land Should Be Set Aside For Commerce And Industry In The City Of Portland? How Much For Residential?
5. Patterns Of Housing Density And Their Relation To Our Zoning Code
6. Improvements Within Public Right-of-Way: Streets, Sidewalks, Lights, Trees, Water, Sewer, Gas, Electrical, Telephone
7. Some Ways To Conserve Energy
8. Can We Afford New Investments In Water And Sewer When Our Present System Is So Poorly Maintained?
9. The Affect Of Arbitrary Standards Upon Planning
10. The Inefficiency Of Our "Peak Hour" Style Of Life
11. Storm Water Run-off: A Special Problem For Oregonians
12. Some Alternative Apartment Zoning Code Provisions
(These working papers can go on forever -- the initial ones should be selected to match work we have done, priorities locally or LCDC goals not covered otherwise. But the idea should be to keep adding to or amending the plan through these working papers.)

Phase II

- During the second phase of the Comprehensive Planning Process, the Planning Commission (or committees of the Planning Commission) will hold a series of "Town Hall" type meetings at which each of the Comprehensive Plan Working Papers will be discussed individually and in turn. These meetings will be designed to promote dialogue between the Planning Commission and the various interested groups and individuals attracted to a particular issue or question. Out of these town meetings should come the discussion and testimony necessary to permit the Planning Bureau Staff to formulate recommendations as to policies and programs on the issue or question as well as other policies and programs included in the proposed comprehensive plan.

The Neighborhood Papers will be discussed by Neighborhood Associations during Phase II for purposes of developing policies applicable to particular areas of the city. Thus, during the second phase, Neighborhood Associations will be promoting a dialogue among the residents and interests of the neighborhood for purposes of formulating policies to guide land uses in that neighborhood. They are informed at that stage of the process by the Neighborhood Paper for their area as well as the Comprehensive Plan Working Papers which take a citywide view of important issues and questions.

While the Neighborhood Associations are promoting a dialogue among residents and interests in their area for purposes of agreeing on policy proposals for that neighborhood, the Planning Commission is promoting a dialogue in various areas of concern or interest for purposes of coming to a proposed

set of policies citywide. The Planning Bureau staff will have the responsibility of turning the dialogue and recommendations of neighborhoods and other interested groups into a recommended set of policies for each area of the city, and a recommended set of policies for the city as a whole. These recommendations of the Planning Bureau staff will go to the Planning Commission for a series of public hearings to begin in the third phase of the process.

An Alternative: The Planning Commission Committees holding the town meetings on the citywide issues spelled out in the Comprehensive Plan Working Papers could stay with that particular issue, and that Committee itself propose to the Planning Commission at large a policy or set of policies or programs in that particular area. Neighborhood Associations, themselves, could propose policies to the Planning Commission about specific areas of the city and Planning Bureau staff would assist Planning Commission at hearings.

Phase III and IV

- Hearings on proposed policies and programs by the Planning Commission (Phase III) should be held throughout the city. The media should also be used as much as possible.

City Council hearings might also be held in areas throughout the city but would probably number fewer than those held by the Planning Commission. In both cases, however, hearings could quite likely be long and numerous.

- The Comprehensive Plan Product The Comprehensive Plan is defined in terms of its product as follows: One part of the Comprehensive Plan (Vol. I) will be a set of

Neighborhood Papers. A second portion of the Comprehensive Plan (Vol. 2) will be a set of Comprehensive Plan Working Papers dealing with citywide issues and questions. A third document in the Comprehensive Plan (Vol. 3) will include a comprehensive set of policies specific to areas of the city (as in the Corbett-Terwilliger-Lair Hill Plan) and a set of citywide policies which are specific to particular interest and concerns or particular issues and questions. This document will include a text and a map indicating where specific policies apply.

Volume 4 of the Comprehensive Plan would be a set of implementing ordinances and programs designed to carry out the policies set forth in Vol. 3. This would include, for instance, any changes in the Zoning Code or in the Zoning Map. We would also include any capital improvement programs necessary to carry out the policies and plan, as well as any other measures adopted to carry out the policies of the plan. In short, it is a document showing how the city will implement the policies it adopts.

The four volumes of the Comprehensive Plan will be titled as follows:

Volume 1	The Neighborhood Papers
Volume 2	The Comprehensive Plan Working Papers
Volume 3	Policies By Area And For The City As A Whole
Volume 4	Implementing Ordinances And Programs

- Some Random Thoughts---

Preparation of Volumes 1 and 2 of the Comprehensive Plan should begin immediately. In addition, work should begin now on a presentation explaining the comprehensive plan and process. Included in this would be slides meant to focus attention on and promote discussion of the proposed

comprehensive plan process as well as some of the substantive issues arising from the land use categorization. This will then be the major communication vehicle for various meetings to which we will be in attendance: neighborhood associations, civic groups, Planning Commission, Council. This will have to be started fairly soon. It can be added to as additional information is available, but essentially it's meant to be the vehicle used to communicate the process and how we're going to go about that process, and will be used in the first phases of the planning process.

As a minimum, the following groups and/or individuals should be informed of this proposed process and be permitted a chance to make suggestions, comments, and modifications:

1. The City Council, either individually or informally.
2. The Planning Commission probably at an informal public meeting held during lunch.
3. The Committee for Citizen Involvement.
4. Key members of the bureaucracy of City Hall.
5. Liaison staff at LCDC and CRAG.

It might also be a good idea as part of this particular presentation to have an example of a neighborhood paper and an example of a Comprehensive Plan Working Paper. This would probably do much to answer questions that are bound to arise about exactly what is the product we are talking about. The documents necessary to prepare immediately, then, would be the draft of the Comprehensive Plan Process (which will be Comprehensive Plan Working Paper No. 1), an example of another Working Paper, and an example of a Neighborhood Paper. Once we have gotten approval from the City Council on the process to be used and the product that results, we will hold a press

conference with Neal stating that the city is now beginning the Comprehensive Planning Process. This process will involve a wide variety of groups and individuals and it's expected to take at least 3 years. This alerts everybody as to what's coming up and establishes a starting date. This particular press conference should be held in a place where we can invite as many members of the community who would be playing key roles in this process as possible. I would expect we could be ready to do this around the middle of September and should set our deadlines tightly in order to accomplish this.

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