

# Northwest District Association

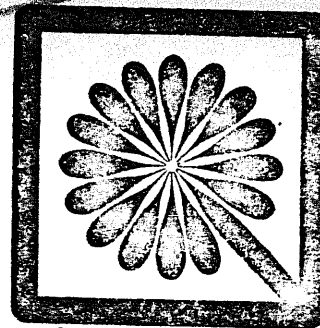
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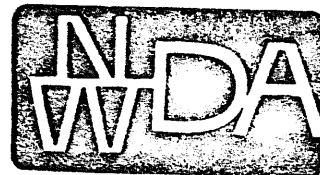
GEORGE YERKOVICH, AUDITOR  
CITY OF PORTLAND, ORE.

March 24, 1976

BY                     



*Let's Plan for Liveability*



Members of the City Council  
City Hall  
Portland, Oregon

Dear Members of the City Council:

We have had an opportunity to briefly review the program for citizen participation prepared by the CCI and wish to make the following comments for the City Council's consideration. According to the Statewide Planning Goals and Guidelines adopted by the LCDC December 27, 1974, the CCI was to prepare a program which "clearly defines the procedures by which the general public will be involved in the planning process." (copy enclosed) In our opinion, it fails to delineate such procedures.

It does affirm as a socially desirable goal the participation of everybody in every step, and advocates bringing this about by all possible means. However, it could be improved by setting more specific objectives within a guideline of procedure. We refer you to the LCDC Goals and Guidelines and we question why these were not considered adequate for this step of the design. It is our understanding that the CCI was to have provided the vehicle for implementing them.

The planning process is not one that is totally unfamiliar to many segments of the population, especially the population of the NW District. What we have learned in preparing the Plan for our part of the City, with considerable citizen participation, suggests that more STRUCTURE is needed for this participation than the CCI document describes. If the City Council and the CCI wish, we would be willing to suggest more specifically how citizen involvement could be employed, in the planning process to be undertaken.

Sincerely,

*Jan Bruckner*

Jan Bruckner, President Northwest District Association

*Chris Wrench*

Chris Wrench, Secretary Northwest District Association

APPENDIX: detailed critique of the CCI report

ENCLOSURE: "Citizen Involvement" section, LCDC Statewide Goals and Guidelines, Dec. 27, 1974

NWDA, the Community Organization for Northwest Portland, Inc.  
817 Northwest 23rd Ave./Portland Oregon 97210

The report of the CCI consists of points on which it is easy to obtain consensus. Primarily it is the affirmation of socially desirable goals. What is lacking is something specific answering the question of why this desirable objective of meaningful participation has not been achieved in the past. Lacking any analysis of the problem, it has no solutions. It describes a shotgun approach. Mechanisms for achieving objectives are not described. By setting imprecise and overly ambitious goals it ensures that none of them will be accomplished well. If instead it had set more limited objectives, and analysed the obstacles in achieving them, then it might have come up with a workable plan for action.

The Problem. The basic problem in citizen planning participation is that considerable expert knowledge is necessary for a person to make meaningful planning decisions. One theoretical solution to this problem is that citizens should, through a political process of some sort, make decisions about goals, and then expert planners should make decisions as to means on the basis of technical considerations. This theory has proved difficult to implement in practice, however, for the real decisions made in planning are not about goals or means but about tradeoffs. How much of which goals should be sacrificed, in order to increase which other ones? Untutored laymen cannot immediately grasp that this is the ultimate question to be answered in the planning process. When they do understand this they realize that planning must not be left to the technical experts alone, but still, that technical expertise is required to analyse the problem.

In the effort to resolve this dilemma two techniques have been used. One is to utilize representatives of the people, who have participated over long periods of time and thus become expert enough to understand the implications of the choices they are making. The other is to leave things to the experts, but require that they periodically report to an unselected group of people and listen to what they have to say. Each of the two solutions has its problems. The representatives may not be representative of the general population in the first place, for it may be those with some vested interest in planning who are willing to devote so much of their time. Even if they are representative initially, the socialization process which makes them come to understand about planning may also make them lose contact with their constituents. On the other hand, the approach of having the planners obtain feedback from the people may fail also. The lack of expertise of the general population may keep

them from providing much useful input, and their same lack of expertise may predispose the planners to disregard what they say. It is worth noting that the report relies virtually solely on the latter approach, and thus in effect leaves all real planning decisions in the hands of the professionals.

A Different Solution. Because the two different mechanisms of citizen participation have different strengths and weaknesses, they are appropriate to different phases of the planning process. The gathering and distribution of initial information leads to the step of identifying issues and goals. Alternative plans are then formulated resolving these issues in different ways and making different tradeoffs among the goals. Finally one of these is adopted and implemented. At which of these stages is which kind of participation more appropriate?

The identification of issues and competing goals is not something which comes about automatically through the distribution of technical information. Instead, in any real life situation, it comes about through various organizations mobilizing their constituents to fight for goals which they consider desirable. Any attempt to ignore existing organizations during the early part of the planning process is very likely to lead to them becoming mobilized later in the process and overturning the decisions already made. Existing organizations should thus play a major role in the initial steps of responding to information and giving the planners some idea of what the conflictful issues are.

Existing organizations, however, may over-represent special interests and under-represent the common interest. This would probably be the case even if the planners had the political expertise to recognize the actual political strength of the various groups, which in fact they may not have. It is therefore important that neighborhood meetings also be utilized at the stage where alternatives are being considered. It is impossible to keep all the people stirred up all the time, however, even if this were desirable. Members of the general public will probably have little interest in meetings in which they are merely told things and expected to sit and listen to them. The neighborhood meetings should thus be used at the point where some alternatives, even if rather vague ones, are being considered.

The report of the CCI assumed that the professionals would of course draw up the plan. This is not necessarily the only way to proceed. In the work of a first rate architect, the plan

of the building may emerge so gradually from the process of interaction between the architect and the client that it is not possible to say who contributed what. Citizens have useful ideas too, especially the dedicated representatives of neighborhood associations. At the stage of drawing up alternative plans the most appropriate means of participation may be a continuing citizen advisory committee representing the neighborhood and the interest groups within it. Such a group interacting regularly with the planners might make important contributions to the alternative plans that were drawn up, especially if care was taken to have a number of neighborhood representatives without strong vested interests on the committee.

Before the decision on the final plan, both organizational and mass input should be obtained. All testimony obtained at public hearings should then be considered by the planning staff and the Planning Commission and forwarded to the Council. Once this has been done, however, there is no reason why any further public hearings need to be held before the plan is considered by the Council.

The procedures outlined here are rather similar to those by which the Northwest Plan was developed and adopted. They have been proved workable in actual practice.



David Wrench

LCDC  
12/27/74

# CITIZEN INVOLVEMENT

**GOAL:** To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The governing body charged with preparing and adopting a comprehensive plan shall adopt and publicize a program for citizen involvement that clearly defines the procedures by which the general public will be involved in the on-going land-use planning process.

The citizen involvement program shall be appropriate to the scale of the planning effort. The program shall provide for continuity of citizen participation and of information that enables citizens to identify and comprehend the issues.

Federal, state and regional agencies and special purpose districts shall coordinate their planning efforts with the affected governing bodies and make use of existing local citizen involvement program established by counties and cities.

The citizen involvement program shall incorporate the following components:

1. Citizen Involvement -- To provide for widespread citizen involvement.

The citizen involvement program shall involve a cross-section of affected citizens in all phases of the planning process. As a component, the program for citizen involvement shall include an officially recognized citizen advisory committee or committees broadly representative of geographic areas and interests related to land use and land use decisions. Citizen advisory committee members shall be selected by an open, well-publicized public process.

The citizen advisory committee shall be responsible for: assisting the governing body with the development of a program that promotes and enhances citizen involvement in land use planning, assisting in the implementation of the citizen involvement program and evaluating the process being used for citizen involvement.

If the governing body wishes to assume the responsibility for development as well as adoption and implementation of the citizen involvement program or to assign such responsibilities to a planning commission, a letter shall be submitted to the Land Conservation and Development Commission for the State Citizen Involvement Advisory Committee's review and recommendation stating the rationale for selecting this option, as well as indicating the mechanism to be used for an evaluation of the citizen involvement program. If the planning commission is used, its members shall be selected by an open, well-publicized public process.

2. Communication -- To assure effective two-way communication with citizens.

Mechanisms shall be established which provide for effective communication between citizens and elected and appointed officials.

3. Citizen Influence -- To provide the opportunity for citizens to be involved in all phases of the planning process.

Citizens shall have the opportunity to be involved in the phases of the planning process as set forth and defined in the goal and guidelines for Land Use Planning, including Preparation of Plans and Implementation Measures, Plan Content, Plan Adoption, Minor Changes and Major Revisions in the Plan and Implementation Measures.

4. Technical Information -- To assure that technical information is available in an understandable form. Information necessary to reach policy decisions

shall be available in a simplified, understandable form. Assistance shall be provided to interpret and effectively use technical information. A copy of all technical information shall be available at a local public library or other location open to the public.

5. Feedback Mechanisms -- To assure that citizens will receive a response from policymakers. Recommendations resulting from the citizen involvement program shall be retained and made available for public assessment. Citizens who have participated in this program shall receive a response from policymakers. The rationale used to reach land use policy decisions shall be available in the form of a written record.

6. Financial Support -- To insure funding for the citizen involvement program.

Adequate human, financial and informational resources shall be allocated for the citizen involvement program. These allocations shall be an integral component of the planning budget. The governing body shall be responsible for obtaining and providing these resources.

## GUIDELINES FOR CITIZEN INVOLVEMENT

1. CITIZEN INVOLVEMENT  
A. A program for stimulating citizen involvement should be developed using a range of available media (including television, radio, newspapers, mailings and meetings).

B. Universities, colleges, community colleges, secondary and primary educational institutions and other agencies and institutions with interests in land use planning should provide information on land use education to citizens, as well as develop and offer courses in land use education which provide for a diversity of educational backgrounds in land use planning.

(Continued on page 3)

# 1 CITIZEN INVOLVEMENT

(Continued from page 2)

C. In the selection of members for the Citizen Advisory Committee, the following selection process should be observed: citizens should receive notice they can understand of the opportunity to serve on citizen advisory committees; citizen advisory committee appointees should receive official notification of their selection; and, citizen advisory committee appointments should be well publicized.

## 2. COMMUNICATION

A. Newsletters, mailings, posters, mailback questionnaires, and other available media should be used in the citizen involvement program.

## 3. CITIZEN INFLUENCE

A. **Data Collection** - The general public through the local citizen involvement programs should have the opportunity to be involved in inventorying, recording, mapping, describing, analyzing and evaluating the elements necessary for the development of the plans.

B. **Plan Preparation** - The general public, through the local citizen involvement programs, should have the opportunity to participate in developing a body of sound information to identify public goals,

develop policy guidelines and evaluate alternative land conservation and development plans for the preparation of the comprehensive land use plans.

C. **Adoption Process** - The general public, through the local citizen involvement programs, should have the opportunity to review and recommend change to the proposed comprehensive land use plans prior to the public hearing process to adopt comprehensive land use plans.

D. **Implementation** - The general public, through the local citizen involvement programs, should have the opportunity to participate in the development, adoption and application of legislation that is needed to carry out a comprehensive land use plan.

The general public, through the local citizen involvement programs, should have the opportunity to review each proposal and application for a land conservation and development action prior to the formal consideration of such proposal and application.

E. **Evaluation** - The general public, through the local citizen involvement programs, should have the opportunity to be involved in the evaluation of the comprehensive land use plans.

F. **Revision** - The general public, through the local citizen involvement programs, should have the opportunity to review and make recommendations on proposed changes in comprehensive land use

plans prior to the public hearing process to formally consider the proposed changes.

## 4. TECHNICAL INFORMATION

A. Agencies that either evaluate or implement public projects or programs (such as, but not limited to, road, sewer, water construction, transportation, sub-division studies and zone changes) should provide assistance to the citizen involvement program. The roles, responsibilities and timeline in the planning process of these agencies should be clearly defined and publicized.

B. Technical information should include, but not be limited to: energy, natural environment, political, legal, economic and social data and places of cultural significance, as well as those maps and photos necessary for effective planning.

## 5. FEEDBACK MECHANISM

A. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policymakers.

B. A process for quantifying and synthesizing citizen's attitudes should be developed and reported to the general public.

## 6. FINANCIAL SUPPORT

A. The level of funding and human resources allocated to the citizen involvement program should be sufficient to make citizen involvement an integral part of the planning process.

A  
PROGRAM  
for  
CITIZEN PARTICIPATION  
in the  
COMPREHENSIVE PLANNING PROCESS

PORTLAND, OREGON  
March, 1976

Prepared by  
THE COMMITTEE FOR CITIZEN INVOLVEMENT

Contents

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- II Principles
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## I. Purpose

The purpose of the program for citizen participation in developing Portland's comprehensive land use plan is to provide the opportunity for and to actively seek citizen participation in all phases of the planning process. The program will take the opportunity provided by Oregon Revised Statutes, Chapter 197, the State Land Use Act (commonly known as Senate Bill 100) to: assist in the educational process necessary to enable Portlanders to make informed comprehensive planning and land use decisions, improve existing citizen involvement procedures, initiate citizen involvement where needed and ultimately strengthen the neighborhoods and the City.

## II. Principles

The program for citizen participation will adhere to these principles:

1. Procedures for citizen participation should be clearly defined and followed;
2. Notice should be adequate -- by providing notification to the maximum number of citizens given available resources --, and timely -- by allowing enough time so that citizens can prepare their ideas and responses;
3. The citizen participation process should seek to involve a broad cross section of citizens:
  - By providing a variety of means for seeking citizen participation;
  - By using existing citizen participation mechanisms to the fullest;
  - By initiating citizen participation procedures where they do not presently exist;



4. The program will provide technical information in an understandable form to insure an effective two-way communication system between citizens and policy makers;
5. The citizen participation program also must provide opportunities for state and federal agencies to seek the views of local citizens concerning regional and state-wide activities. The use of existing citizen participation mechanisms should eliminate confusion among the citizens, help avoid duplication of activity, and insure that agency and local activities are complementary;
6. The program will enable citizens with differing opinions, interests and agendas to learn to discuss issues and to develop solutions by making clear the ground rules and the opportunities to effect change;
7. To be successful the program must insure that adequate human, financial and informational resources will be provided.

### III. The structure for citizen participation.

The structure for citizen participation is based upon the following five planning steps:

- ONE: Inventory and data collection
- TWO: Identification of issues and goals
- THREE: Preparation of alternative plans
- FOUR: Plan adoption
- FIVE: Plan implementation

The following section describes the way in which citizens are to be involved in each of the five planning steps.

STEP ONE: INVENTORY AND DATA COLLECTION

Notification.

Initially citizens should be informed that the City is beginning formal work on the comprehensive plan. That announcement should also generally describe the planning process and sequence, the nature and effect of the plan, and the responsibilities of the City Council, Planning Commission, Planning Bureau staff, the Committee for Citizen Involvement, citizens, C.R.A.G. and L.C.D.C. The announcement should be made soon after L.C.D.C. approves the compliance schedule submitted by the City. The announcement should make extensive use of mass media, including but not limited to newspapers, newsletters, radio and television.

Area Meetings.

Second, meetings should be held in areas of the City for the purpose of showing citizens what comprehensive planning information currently exists. It is recommended that the City be generally divided into areas, based upon geographic considerations and similarity of planning effort, such as: North, Inner Northeast, Northeast, Inner Southeast, Southeast, Northwest, Downtown, and Southwest.

It is recommended that meetings be held first in areas where little planning has been done in order to allow time for additional information gathering.

Area meetings should involve a broad cross-section of the population, including but not limited to members of the general public;

academic, professional, church and civic groups; business associations; and neighborhood associations.

At such meetings City staff or other appropriate persons should describe data collected regarding L.C.D.C. goal areas, suggest how the information may produce comprehensive plan policies, and solicit citizen response regarding the accuracy, completeness, and utility of the information. When the information base is deficient, citizen groups should indicate to the Planning Bureau staff their priorities for developing additional information and describe the ways in which they might assist the staff in acquiring the information.

Availability of Information.

Third, the information base should be made available for study by citizens throughout the planning process. It is expected that this data collection and review process will occur between April and November, 1976. In order for this step to successfully involve citizens it is necessary that sufficient funding be obtained for printing of reports and maps, graphics and displays, mailing costs, publicity costs, and staff assistance expenses.

STEP TWO: IDENTIFY ISSUES AND GOALS

The information base which is developed for comprehensive planning in step one will give rise to a number of issues and potential land use goals. Citizens should be involved in identifying and articulating the issues and goals which arise.

### Methods.

Special effort should be made to assure that issues and goals are presented and described in an understandable form. Methods such as television and radio talk shows and man-on-the-street interviews, "issue of the month" campaigns, etc. should be used to present the issues. In addition, displays of information and issues should be made available, at times convenient to the public, in public places such as libraries and City offices, budget permitting. The use of questionnaires, letters-to-the-editor, planning work books, workshops, task forces, and other methods for stimulating discussion of issues and goals is encouraged. A series of area workshops should be held to give citizens the opportunity to debate and to express their opinions regarding issues and goals. If special task forces are used, the opportunity for citizens to apply will be announced by an open well publicized process.

### Fiscal Resources.

It is expected that citizens will be engaged in the issue identification and goal formulation process between November, 1976, and July, 1977. It is essential that the program have adequate funding for such costs as printing and duplication, publicity costs, and staff time, if citizens are to be adequately involved in this planning step.

### STEP THREE: PREPARATION OF ALTERNATIVE PLANS

The third step in developing a comprehensive plan entails developing a range of alternative futures for the growth and development

of the City. The futures will be devised by grouping policy responses to the issues which are identified in Step II. In order that accurate and representative futures are constructed, it is essential that citizens be involved in the grouping and alternatives preparation process.

Citizens should have the opportunity to comment and recommend options on drafts of alternative plans prepared by staff. The staff alternatives should then be re-evaluated on the basis of citizen input. When the staff alternatives have been finalized, persons who provided input regarding alternatives should be notified of the result.

The Planning Commission and City Council should receive copies of the original comments made by citizens as well as the staff recommendations.

The alternatives will be presented in understandable form to citizens for their input using methods which have proven effective during Steps I and II in addition to the following recommended processes:

- Planning staff and bureau officials holding a series of meetings throughout the City to discuss alternatives and/or
- Planning Commission holding meetings at different locations.

Proposed timing for this step would be July 1977 - January 1978.

#### STEP FOUR: PLAN ADOPTION

The fourth step is adoption of the plan or plan components. After the Planning Commission makes its decision about the plan or plan

component, the Commission's recommendation to the City Council, as well as the schedule of Council hearings on the plan, should be widely publicized with adequate time given to make use of existing communication methods (e.g. newsletters) and to allow time for Council members and citizens to study and respond to the recommendations. Therefore initial City Council hearings on the Planning Commission recommendation should be held no sooner than six weeks after the date of the Commission's decision on the plan or plan component.

Citizens are encouraged to make use of existing mechanisms for providing input including individual testimony at hearings, group position papers, and written testimony.

Throughout the plan adoption process extensive notification should be given using numerous media methods. Notification should include time and place of meetings and hearings as well as a description of major policies to be considered.

#### STEP FIVE: IMPLEMENTATION

There are already citizen participation processes developed for most activities involving implementation of land use planning. Participation should and will be encouraged by the City Council in all implementation phases.

#### IV. Evaluation

An on-going evaluation of the effectiveness of the citizen participation program is necessary to insure that meaningful participation occurs throughout the planning process. The following issues shall be addressed during any evaluation:

- A. Does the participation process reach an adequate cross-section of the City's population?
- B. Do adequate input/feedback mechanisms exist between officials and citizens?
- C. How effectively have citizens been involved in each step of the comprehensive planning process?
- D. Have adequate technical information and financial resources been provided to implement the citizen participation program?

The following methods should be used to conduct evaluations:

- A. At the end of each step of the planning process, the C.C.I. shall conduct an evaluation and prepare a report which describes the evaluation process and result. The process may include evaluation hearings, questionnaires, or investigation of specific problems or successes. The report should include the City staff's opinion regarding the participation program.
- B. In addition to the periodic review described in (A), the following tools for continuous evaluation should be used: receipt and review of individual or group grievances by the Planning Commission; availability of a suggestion box;

use of press releases, letters to the editor, and civic and neighborhood newsletters.

It is expected that the citizen participation program will be changed in response to the results of the evaluation.

#### V. The Committee for Citizen Involvement

A Committee for Citizen Involvement (C.C.I.) was formed in January, 1976. Notice, by mass media, of the opportunity to serve on the C.C.I. was broadly given. A subcommittee of the Planning Commission reviewed the application and selected members of the C.C.I. based on geographic representation, representation of land use interests, and experience in citizen participation. The C.C.I. consists of 13 members. Members received official notification of their selection and the appointments were publicized.

The primary purpose of the C.C.I. is to assist the Planning Commission and the City Council with development of a citizen participation program, to assist in implementing the program, and to evaluate the effectiveness of the program.

The C.C.I. will hold meetings as required. The meetings shall be public and the time and place of meetings should be announced. Minutes of the meeting shall be kept. Subcommittees may be formed to assist the C.C.I. Roberts' Rules of Order shall be used to resolve procedural disputes at meetings.



C.C.I. members who are absent from three consecutive meetings, without adequate justification, shall be dismissed from the C.C.I.

The following process shall be used to fill vacancies on the C.C.I:

1. Public notice of vacancies shall be given.
2. A subcommittee of the Planning Commission, which shall include two members of the C.C.I., shall review the applications and nominate an applicant to the Planning Commission.
3. The Planning Commission shall approve or deny the application and give notice to the applicant.
4. The following criteria shall be used to evaluate applicants and recommend candidates:
  - a. Previous experience in citizen involvement.
  - b. Geographic representation.
  - c. Representation of land use interests for the purpose of maintaining a C.C.I. which is representative of a wide range of land use interests.

## VI. Coordinating Citizen Involvement

Land use planning in Oregon occurs on a local, regional, and State level. At each level citizens participate in the planning process. It is obvious that communication between decision-makers and citizens is facilitated by the coordination and consolidation of numerous citizen involvement efforts. Duplicate citizen participation programs, on the other hand, are confusing, wasteful, and ineffective. Consequently it is the policy of the

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City of Portland, the Columbia Region Association of Governments (C.R.A.G.) and the Oregon Land Conservation and Development Commission (L.C.D.C.) that the citizen participation program which is designed by and for the City of Portland serve as the principal program for citizen participation in land use planning within Portland.

The citizen involvement efforts of C.R.A.G. and L.C.D.C. may be coordinated with the Portland citizen participation program in the following particular ways:

1. Encourage coordination of mailing and notices to people, groups, and associations. Access to lists of persons, groups, and associations involved in the Portland program may be provided.
2. Joint hearings, meetings, or presentations may occur, provided, however, that if the Director of the Bureau of Planning determines that consideration of the business of C.R.A.G. or L.C.D.C. would be confusing or excessive, or would conflict in any substantial way with a full hearing or presentation of matters of concern to the City, then joint hearings may be permitted or scheduled only with the consent of the City.
3. A schedule of anticipated hearing dates and dates of significant participation actions should be exchanged between L.C.D.C., C.R.A.G. and the City. To the fullest

## RESOLUTION NO. 31661

WHEREAS the Council realizes the need to involve citizens in the comprehensive planning process, and

WHEREAS the Council has created the Office of Neighborhood Associations, Citizens Budget Task Force and other similar groups to meet this need, and

WHEREAS the Council realizes that all segments of the City should be involved in such process, and

WHEREAS the Land Conservation and Development Commission requires a specific program for citizen involvement, and

WHEREAS the Planning Commission appointed a Committee for Citizen Involvement and has adopted the Committee's report

NOW THEREFORE BE IT RESOLVED that the attached report entitled " Program for Citizen Involvement in the Comprehensive Planning Process" is hereby adopted to be the recognized procedure for citizen involvement in the comprehensive planning process.

ADOPTED BY: COUNCIL MAR 25 1976

  
AUDITOR OF THE CITY OF PORTLAND

Introduced by Mayor Neil Goldschmidt  
GCS

SHV/me

31661

Resolution adopting report of the Committee  
for Citizen Involvement entitled "Program  
for Citizen Involvement in the Comprehensive  
Planning Process".

News

Motion  
#7  
Passed

George C. Shannon  
AN

THE COMMISSIONERS VOTED AS FOLLOWS		
	YEAS	NAYS
IVANCIE	/	
JORDAN	/	
McCREADY	/	
SCHWAB	/	
Goldschmidt	/	/

Filed MAR 19 1976

GEORGE YERKOVICH

Auditor of the City of Portland

By

*Gordon Cole*

DEPUTY