

A Comprehensive Land Use Plan
for the
City of Portland, Oregon

A Proposed Process for the Formulation
and Adoption of the Land Use Plan.

Portland City Planning Commission

March, 1977

I. Why prepare a plan?

More than 15 years have elapsed since the City Council of Portland adopted the zoning map and regulations we use today as our Land Use Plan.

Much has changed during those 15 years.

Households of today outnumber those of 25 years ago, contain fewer people, enjoy more income and leisure time, take more trips by car and fewer by bus, have more living space in the housing unit for each person, and are more likely to be renters.

Retail business has experienced a virtual revolution, now requiring more space for each unit of business and more space for parking. Extensive and extended highway construction have dispersed retail and service establishments away from traditional business centers, as well as partially determined the location of distribution and warehouse facilities.

These changes in the private sector are matched by changes in public sector activity. Local governments are straining to supply both existing and new activities with water, sewer, schools, and roads. As resources dwindle, local government practices must change if standards of service are to be maintained.

The City's basic rules for land development and use -- our zoning map and regulations -- should be reviewed to assure ourselves that our code remains current in light of these important changes.

The same review should be pursued with the City's codes in general. The building code has important implications for the use and development of land - particularly in the area of housing. Likewise, the standards and practices of the City Engineer for streets, sewers, and disposal of waste clearly affect the use and development of land in the City.

In addition to the affect of City codes on the use and development of land, the city also influences the use and development of land through its capital improvements program. Housing and community development programs are administered in areas of the city where physical deterioration, if continued, will remove a resource of residential, business, and public facilities that we cannot afford to replace. Water, sewer, and transportation facilities are a necessary

prerequisite to development. And the City's yearly expenditures on these facilities represent a condition on the use and development of land.

Consequently, we need more than merely a review of our zoning map and regulations; we need a review of all those City policies and programs which have important consequences for the use and development of land.

In short, we need to develop and adopt a comprehensive land use plan.

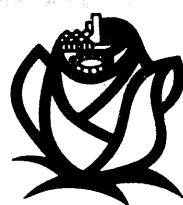
This comprehensive land use plan for the City of Portland would include the following elements:

1. Land uses and development policies which cover the City as a whole.
2. Land use and development policies which are specific to areas and neighborhoods within the City.
3. Any zoning code or map revisions needed to carry out either the City-wide or the neighborhood-specific land use and development policies.
4. A list of major capital investments which are deemed consistent with the adopted land use and development policies.
5. A process for review and amendments to the plan.

How should we go about preparing and adopting such a plan?

The process recommended is in two phases. The first phase includes all these activities necessary to arrive at a recommended land use plan to the Planning Commission for formal public hearings.

The second phase will include formal hearings by the Planning Commission and City Council before formal adoption by the City Council, by June of 1979.



PHASE 1

COMPREHENSIVE PLAN

PREPARE AND SOLICIT RESPONSE TO OPTIONAL CITY-WIDE LAND USE AND DEVELOPMENT POLICIES

a.

Prepare and distribute City-Wide Issues Newspaper.

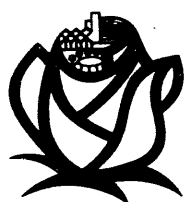
SEP 1977

b.

Solicit response to options.

**OCT 1977
JUN^{to} 1978**

- City-wide issues discussion meetings with interested individuals and groups.
- Town hall meetings in districts of the City to solicit neighborhood ideas on City-wide issues and neighborhood land use plan options.
- Radio, newspaper, and television presentations.
- Random sample opinion survey, on city-wide issues and options.
- Response sheet in newspaper.



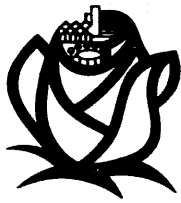
PHASE 1

COMPREHENSIVE PLAN

PREPARE AND SOLICIT RESPONSE TO OPTIONAL NEIGHBORHOOD LAND USE PLANS

- a.** Bureau of Planning prepares information on 11 districts of the City and proposes preliminary land use plan options — based upon City-wide options — for each neighborhood in those districts.
- Downtown-Lloyd Center
 - North Portland
 - Inner Southeast Portland
 - Etc.
 - Eleventh District
- JUN 1977**
JUL 1977
AUG 1977

FEB 1978
- b.** Neighborhood Associations in each District review background information and plan options presented by Bureau of Planning staff. Associations may add an option for consideration.
- JUN 1977-**
MAY 1978
- c.** Bureau of Planning publishes district information and neighborhood land use plan options along with City-wide issues newspaper, then distributes widely in each district.
- SEP 1977-**
APR 1978
- d.** Solicit response to both City-wide issue and neighborhood land use plan options.
- Planning Commission holds town hall meetings (at least 2) in each district of the City.
 - Radio, newspaper and television presentations.
 - Response sheets in neighborhood newspapers.
- OCT 1977-**
JUN 1978
- e.** Bureau of Planning records responses to options, begins to formulate staff recommendations to Planning Commission.
- NOV 1977-**
JUN 1978



PHASE 2

COMPREHENSIVE PLAN

FORMAL REVIEW LEADING TO ADOPTION OF COMPREHENSIVE PLAN

a.

Bureau of Planning prepares proposed comprehensive land use plan including the following elements:

- Proposed land use and development policies which cover the City as a whole.
- Proposed land use and development policies which are specific to areas and neighborhoods within the City.
- Any zoning code or map revisions needed to carry out either the City-wide or the neighborhood-specific land use and development policies.
- Major capital investments which are deemed consistent with the adopted land use and development policies.
- Proposed procedure for revising the plan.

**JUN-
AUG 1978**

b.

Distribute the comprehensive land use plan proposed by the Bureau of Planning Staff along with responses to the City-wide policies and neighborhood land use plans, recorded during town hall meetings and other public discussion sessions.

SEP 1978

c.

Planning Commission holds public hearings and recommends comprehensive land use plan for City Council adoption.

**OCT-
DEC 1978**

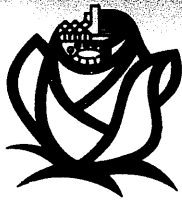
d.

City Council holds public hearings and adopts comprehensive land use plan.

**FEB-
JUN 1979**

TIMETABLE FOR:

31670



PHASE 1

COMPREHENSIVE PLAN

1977

1978

APR.1

JULY 1

OCT.1

JAN.1

APR.1

JULY 1

OCT.1

CITY-WIDE
ISSUES & OPTIONS

DISTRICTS:

DOWNTOWN-LLOYD
CENTER

NORTH PORTLAND

INNER SOUTHEAST

RIVERGATE

PORTLAND INTERNATIONAL
AIRPORT

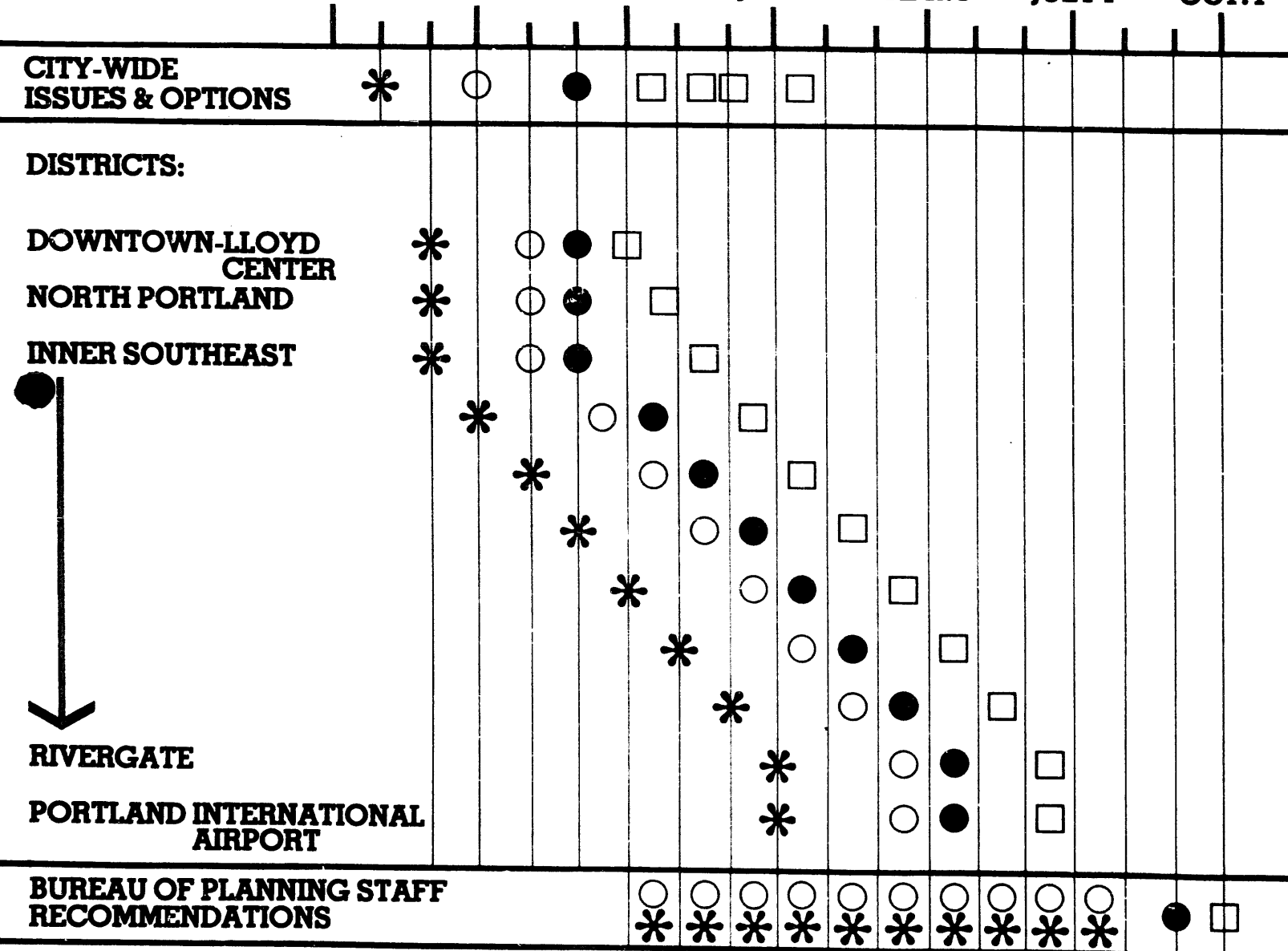
BUREAU OF PLANNING STAFF
RECOMMENDATIONS

* Draft options

● Final options

● Publish newspaper

□ Town hall meetings in districts or
discussion meetings on city-wide
issues.

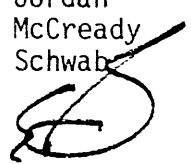




11 April 1977

MEMORANDUM

TO: Mayor Neil Goldschmidt
 Commissioner Ivancie
 Commissioner Jordan
 Commissioner McCready
 Commissioner Schwab

FROM: Ernie Bonner 

SUBJECT: Planning Commission Recommendation on Process to Follow
 in Developing a City Comprehensive Land Use Plan

On March 22, 1977, the Portland City Planning Commission voted 5 to 1 to recommend to you the process for completing a comprehensive land use plan which is outlined in succeeding pages.

I have attached to this letter the Proposed Process for the Formulation and Adoption of the Land Use Plan recommended to you by the Portland City Planning Commission and a transcript of the hearing at which this recommendation was formulated.

Citizen review of the Comprehensive Land Use Planning Process began in November, 1976, when representatives from all neighborhood associations were invited to meet with the Planning Director to discuss the proposed process. Since that time, many individual neighborhood associations, coalitions of neighborhoods and other groups, including the Home Builders Association, the Industries Committee of the Chamber of Commerce and the League of Women Voters, have invited the Planning Director or members of the planning staff to their meetings to ask further questions and to offer their comments on the process.

During the early months of 1977, Bureau of Planning staff members discussed the process with City Commissioners, affected City Bureaus, and planning agencies from Portland's adjacent jurisdictions. Also, in early February, members of the Planning Commission informally discussed the proposed process with members of the Comprehensive Planning section and other Bureau staff members.

The Committee for Citizen Involvement (CCI) has reviewed the process and has found that the process complies with the City Council's adopted Program for Citizen Involvement, adopted March, 1976. At the CCI's invitation, representatives of the media

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attended a February 22, 1977, meeting to discuss the ways in which TV, radio and newspaper could best support citizen participation in the comprehensive planning process.

One month prior to the scheduled Planning Commission hearing on the process, over 300 groups, including neighborhood, civic, trade, and academic, in the City were informed about the hearing and sent a copy of the proposed process schedule. The hearing was also mentioned in a feature article about comprehensive planning in the Oregonian on Sunday, March 20, 1977.

I am hopeful for an early formal hearing on the proposal. Please let me know if there are any questions.

EB:db

Attachment

PORTLAND CITY PLANNING COMMISSION
Verbatim Minutes
Comprehensive Plan Process Meeting
March 22, 1977

Portland City Planning Commission
March 22, 1977
Page 3

31870

PORTLAND CITY PLANNING COMMISSION
Verbatim Minutes of Meeting
March 22, 1977

A special meeting of the Portland City Planning Commission was held March 22, 1977 in City Hall Council Chambers to discuss the process of the Comprehensive Plan.

Members Present: Roso, Beeman, Cook, Hartley, Minden, Voboril
Staff: Bonner, Sperling, Fox, Wood

Roso---This is a Planning Commission meeting, the hearing is on the process of the Comprehensive Plan. We have two options to present tonight and Ernie Bonner will be presenting them.

Bonner---The City is about to embark upon what will probably be a fairly stormy sea in the next couple of years, which is the formulation and adoption of a comprehensive land use plan. How the City goes about that task is important. We have considered several options, those options have been reviewed by others in most cases. We will offer two options for your consideration tonight, including one which in our judgment is well designed to get it expeditiously and effectively to a City land use plan that embodies the envisions and dreams as well as the needs of those who will make or break this City; those who live, work, and play here.

This is not the first time the City has decided to review and adopt comprehensive land use and density regulations. In 1919 a similar process as now proposed involving each neighborhood in the City resulted in the adoption by City Council of a zoning ordinance and its referral to the voters. This first attempt failed at the ballot by 556 votes cast out of a total of almost 61,000. In fact, it was 30,631 to 30,085. It was a very close race. In the following year, the Realty Board suggested reconsideration of the zoning and this eventually led to the adoption again by the electorate and this time it was an overwhelmingly opposed strip zoning ordinance in November of 1924. We are probably the only major city in the country which adopted our first zoning ordinance by vote. Approximately 25 years later the Planning Commission proposed to the City Council a major amendment of that 1924 code after four years of meetings and hearings. After eight years of total public meetings and hearings and many amendments, the City Council adopted the Code which we presently operate with. It is now 18 years later, much has changed in these years and much has been learned from almost 20 years of experience with the 1959 code. It is time for a thorough and complete review of our Zoning Code, the basic land use and density rules of the City. It's also time for the same review to be pursued with respect to other city codes, our building code, the codes that the engineer's and the Water Bureau and personnel use, which I think also has much to do with the basic use and development of the land.

In addition to the City Code, I think we also have to look at how we rationalize and organize the expenditures that the City makes each year on capital improvements, on streets, parks, street lights, and

to some extent other kinds of improvements made by the schools, and so forth, to make sure that they are pursuing some common goals. So I think we need more than just a review of the Zoning Code, the map and the ordinance. We need a review of all of those policies of the City's which have to do with the use and development of land, and in short, that means that we need to develop a comprehensive land use plan. We propose that the comprehensive land use plan for the City of Portland will include the following elements: 1) land use and development policies which cover the City as a whole. Those policies which generally apply to all areas of the City; 2) a series of land use and development policies which are specific to areas in neighborhoods within the City; 3) zoning code and map revision needed to carry out the city-wide policies for those which are specific to each neighborhood; 4) a list of major capital investments, probably over the next ten or fifteen years, which are necessary in order to accomplish the basic objective of the comprehensive land use plan. Finally, and just as important as the rest, a process whereby you can review and amend that particular plan in the years ahead.

How to go about preparing that plan is really the subject of discussion this evening. We are recommending a process which includes two phases. The first phase essentially is the way in which we get a recommendation to the Planning Commission. The second phase is the public formal hearings that are held by the Planning Commission and the Council prior to adoption. Phase one should take about one year; phase two should take about two years. If we start now and run hard, we should be done in June of 1979. Let me now go into some specific elements of the two options that are before you, starting with the one that we recommend.

Phase one of the process that we are proposing includes first some attention to the city-wide policies that would be developed and secondly some attention to those policies which are going to be specific to the various areas and neighborhoods of the City. With respect to the preparation and solicitation of response to those city-wide land use and development policies. It is a fairly simple process, it begins with the publication, in September of this year, with what we call a City-wide Issues Newspaper. This newspaper would be like in your regular newspaper format, probably smaller than a regular newspaper, but will discuss several critical issues for the City, develop certain options and response to those issues, and then that will be distributed fairly widely. There will be a series of, I guess you could call them events in an attempt to solicit response to those options. In all cases, one of the major guiding factors in our design of the process has been produced options, produced choices. As a matter of fact, try to get it to the point where you could vote; you could actually vote and make these choices and options then real ones, not developing straw men. So like once we've developed these options as far as city-wide policies are concerned, then we would go into a number of kinds of efforts to try to solicit responses.

The first thing we would do, and the obvious thing, is to hold certain public meetings. There are obvious and known special interest groups who will want to be contacted directly and have a chance to influence and respond to those options. Those are fairly obvious, we will hold those kinds of public meetings. The Committee for Citizen Involvement

has already gotten a grant from some groups in the community to act as kind of conveyors for a group of that kind so that we could gather together a number of special interest groups for a meeting, and I think that is fairly well handled.

In addition, I think we should look to a number of other modes of communication in getting responses. One of the things we'll do is try to work, as well and as often as possible, with the news media who have shown a considerable amount of interest in this. Secondly, I think we should go directly to an opinion, an opinion poll. We take a random sample survey of opinion, which is really an attempt to get past interest groups clear through to an unbiased selection of City residents for purposes of what their choices would be from among the options offered. In addition again like I say, we'll use every means at our disposal to try to get communication out about these choices and solicit responses back. So that would be what we would be doing from the time period from September this fall until June with respect to these city-wide issues. Secondly, the second part of that phase, and would be running concurrently, would be that involved with the preparation of choices and options with respect to individual neighborhoods of the City and the solicitation of responses to those options. This involves a little more of a legal problem. The first thing that will happen is that the Bureau of Planning will begin by preparing, actually starting very soon by June it will be rolling fast, with a preparation of two pieces of information. Now one will be a set of district papers. On the wall back here, you see we have divided the City into possibly 12 districts. Each of those districts is composed of several existing neighborhood associations, so like what we're attempting to do here is to get the City divided into a reasonable and a workable number of districts.

In each of these districts we will be preparing first a sort of an atlas which would develop to the extent that we can get it from the census as well as from other sources of public information, a lot of data about that district. Things like how many people, how many households units, what's happening to the age levels in that area, and information of that kind which is typical census information. In addition to that, we will prepare information about that district. We will give them information about how the land is used in that district today, so they will be able to tell what land uses are in which location, and in addition to that we will produce, and they haven't decided yet whether it should be at this level or the neighborhood level but probably at the district level, a map which shows what kind of problems, the issues and the opportunities in that district. Now these will come from a variety of sources, many of the bureaus and agencies of the City already know about problems in various areas. They know that from complaints which have reached them from those various areas. The neighborhood associations and others know about those too, and we have also asked them when they're checking the base maps and doing this other preliminary information that they tell us all their issues, the problem areas in their neighborhood that they would like to bring to our attention that we could record in this way. That would be kind of like a district paper, and that goes to everybody that's in that particular district.

In addition for each neighborhood, we would prepare for that neighborhood some optional land use plans. In other words, for each of the neighborhoods in this district there will be several optional land use plans prepared. These would be, and I think you have in your material what is an example of those land use plan options, that single sheet that comes from the Northwest District Plan. In the Northwest District Plan we did the same thing, we prepared three options, optional neighborhood land use plan, and the choice was made from among those. For those in the audience, there are examples of that up here in front. So in each letter we will be proposing three optional land use plans. In addition to those proposals, we will provide to that neighborhood information about what kinds of land use changes have occurred in that area in the last 15 to 20 years, things like zone changes and certain selected conditional uses. We would also be preparing for that neighborhood some additional information, I forget exactly.

In your own material, I think you were given a Table of Contents for the district and the neighborhood papers. The basic idea is to provide to individuals and groups in those neighborhoods and those districts enough information so that they can: 1) know what it is that the Bureau of Planning would be proposing as options for their area; 2) means to evaluate those options. Now the process that will go about getting these involves, let me go through it very carefully by reference to a time table. This shows the time table for the first phase and indicates here the city-wide issues and options. This kind of a star here indicates that this is the place where we have first drafted options, in this case for the city-wide options, and in this case for each of the neighborhoods and each of the districts. This shows where we have gotten sort of like a final approval on those options. We have touched base with neighborhood associations. They have either approved the options that we are proposing or they have offered for us an option of their own. This indicates publishing the report. In this case, we will actually publish those options along with the other information in the district and neighborhood papers and then these square boxes indicate when meetings are held.

So in the case of the districts, for instance, the time table now provides for September being the date in which we produce: 1) the city-wide issues newspaper and, 2) in each of three districts, downtown, Lloyd Center, North Portland and Innersoutheast, which is the areas you can see here, Area 1, District 1, District 6 and District 10, would be the areas that in September we would publish total information to the residents of that area, of those areas giving them 1) the city-wide options that we're proposing, 2) the neighborhood land use plan options that are being proposed in each neighborhood of those districts and 3) the district information that they need to evaluate those options. Then we would follow sort of a month-by-month continuing to write to all of the districts of the City. This puts you really, really in a bind. I mean, you know that now about the comprehensive plan and the kind of thing it demands from you, but this demands from you at least 24 meetings in eight to nine months, that's a minimum. That's figuring approximately two meetings per district. I don't think it is necessary for all the Planning Commission to be at all of the meetings, but I think you would have to get kind of an agreement about who gets to which ones when and I think we

should have a good number of Planning Commission members at each one of these meetings. But these are things that we will be going sort of district by district, at least two meetings in each district geographically in that district, to get the response in a public meeting to the options that have been provided to them by mail or some other distribution system approximately six weeks prior. So what is going to happen is that individuals will have about six weeks to respond once they receive the options that are proposed and the information, they will have about six months to get ready for a response to those options. Now I'll see if there's more to be said about that.

We would also indicate down below here is that once we have had, once we have actually proposed options, we have had a response in a public hearing in a particular district, the staff will begin to get that response put together in a way that we can pass it on to you and the Council ultimately and get together with the Bureau of Planning staff recommendation about which option will be recommended for the second phase, which is the phase having to do with public hearings. So at phase two in this particular option includes: 1) the Bureau of Planning will propose a comprehensive land use plan, including the following elements, and this would occur during the summer months following that first year of neighborhood and district report and public hearings in the neighborhoods. This comprehensive land use planning would include the following elements: 1) land which as a development policy would cover the City as a whole; 2) land use and development policies which are specific with certain areas of the City. In other words, these are the ones which came out of the hearings in the districts in the neighborhoods; 3) zoning code map revision, 4) major capital investment program required in consistent with those proposals, and of course, some procedure for reviewing and amending the plan.

This proposed comprehensive land use plan would then again be widely distributed, and we are saying here in September of 1978 which gives us the summer as well as whatever time we're able to put together during the previous year, put together this and publish it so that in September of 1978 we will be publishing as widely as possible what is the proposed comprehensive plan which is then going into a set of formal public hearings. Those formal public hearings by the Planning Commission first starting in October, somewhere between October and December of 1978, hopefully lasting no more than about three months.

In 1919 they held three night meetings, that's a good goal for us to go for. In October/December of 1978 though, this is an area where I think well, let me go on further. Less than four months in Planning Commission hearings and then another four or five months in City Council hearings, that is really pushing it. This public review process here, which lasts for approximately nine months, is very tight relative to other sort of experiences we have had. The Downtown Development Regulations, which is kind of like this, took over nine months of public hearings in City Council.

My own proposal for this would be that without doing injury to people's ability to influence and to give testimony and so forth, go as quickly as you can because all you do by lengthening it out is wear everybody down. By the time we had ended nine months of hearings in the City Council on the Downtown Development Regulations, believe you me, nobody was around. I mean, very, very special interest groups who can just be there and take care of their business, but you do not get better citizen participation by longer public review processes, but that is a tight time period. There is just no getting around it. I think that there are a lot of things that are unique about this particular process. They're not unique to be unique. We're trying to serve a certain particular objective. In this case, I think getting through with the comprehensive plan in two years is a good thing to do, because there are a lot of decisions that are kind of in a limbo while we are doing this, like people are not sure and uncertainties about where we're going and how soon we're going to get there and who's involved about it, is something we want to cut down every chance we get. So that's the proposal that we're making in terms of the process. It's two phases. Each takes a year. The first phase is trying to make sure that the recommendations we get to you at the start of the formal public hearings have as wide as possible input from as wide as possible group of people as is possible, legally trying to deal with this for providing options and permitting both and trying to get that response. Take the options out and give people some choices on what the options are as well as give them some choice among the options, but come to a vote and then go into a formal public meeting.

The second phase then, again another nine months of formal public hearings, which gets us then from this period through approximately two years and three months. This is the process that we had around for maybe six months without a change. It is one that I'd like to go over with you because it is different from this. It's better in some respects and not as good in others. I think on balance, it's not as good as the one we propose. First is a three-phase process, because it separates the decision on the city-wide policy and the decision on the neighborhood policy. It puts the city-wide policy determination first, so phase one, we prepare and distribute a city-wide issues newspaper. Then we begin to get responses from those options. The Bureau of Planning will collect those and record those responses, prepare a response of our own, a recommendation of our own to the Planning Commission.

The Planning Commission will then hold hearings and the City Council will hold hearings, and ultimately the City Council will adopt, about a year from now, city-wide policies. Those will then be published and distributed. Then we start, and only then would we start, with the development of neighborhood land use policies. Again this is our reasoning through this that a lot of direction to what is going on in the neighborhoods has got to be provided at the city-wide level. So at any rate, we would start then like in the fall with the Bureau of Planning providing these district and neighborhood papers. Again going through the same process, getting response to those options,

which again involves the neighborhood associations first reviewing and assisting us to determine whether or not we have the right options. This time it takes us another year from the fall of 1978 to the fall of 1979 to go through that process, and then essentially the same process that we have in the other one, the formal public hearings. So in attempting to solve one real problem that a lot of people had about this process, which was the time involved, we tried to shorten it. The first thing we did was put phase one and phase two together. That seemed to be a little bit better from the point of view of some of the neighborhood associations and some of the individuals from the neighborhoods who felt that if the city-wide options were discussed first and approved first by City Council, that put a severe amount of limits to the neighborhoods and in a way boxed them in in various ways that they didn't want to be boxed. So in many ways they were proposing (some groups were proposing) that phase one and phase two of this option be reversed, that you go first to the neighborhoods and do neighborhood plans and then you go and do the city-wide plan out of the neighborhood plans and then go into phase three of the formal review. At any rate, with the proposal that we are making here, I think we have somewhat of a compromise with that, which I think is valid in one respect, is that the person who is dealing with a city-wide option; like should we have high density housing close to public transit or not as an example, can look at what it would mean for his neighborhood if he went one way or the other. I mean, and that I think is really a help. I think that will make each individual's response to these larger kinds of vague mystical city-wide policies, a lot more direct and effective, because they'll be able to see how it affects them in their neighborhood. I think that is a good result of putting phase one and phase two together as we have in the proposal that we're making. Of course the other thing is, I think it very clearly cuts down the time, and I think with all due respect to the tremendous number of people who have already expressed interest in the comprehensive plan and want to be heard and who should be heard. I think we should try to cut it down. Two years is not a short time, so I'm open for questions now.

Roso---Does the Commission have any questions to Mr. Bonner?

Beeman---Ernie, I have a couple of questions. It seems to me in changing from the three-phase to the two-phase thing, we have opened the possibility of solving the question but we've also opened the possibility of not solving it, and whether or not we solve it depends it seems to me on the interaction or the feedback between the two phases of one, which like according to your chart are going parallel for a time currently but in fact are meaningless going on at the same time unless they have some way to meet one another. In other words, can the city-wide options as you described in phase one actually be influenced by what's coming from the neighborhood? Can the neighborhood in their work really be influenced by what's before them as city-wide options and how? How does that actually happen?

Bonner---Yes, that can happen. Interesting like about a year ago, we had a process that looked kind of like this. It essentially had both of the things going at the same time that was the key question. The crucial question kept coming up, how do you get them together? The city-wide policies are dealing essentially with special interest groups who do not have a neighborhood base. Neighborhood associations can be in these meetings too as well as any other interested group and they can affect from their neighborhood vantage point.

The same thing is true about special interest groups, and I think you might see some of this happen. There might be certain interest groups who will go into districts and it's pretty obvious in the district where some of their problems originate and they will go into those districts and make their point of view known there. It seems to me that if we record the response and put that together in a reasonable way, covering all of those responses, we have covered that. We have put those two together. They are both sort of geographically oriented interests talking about a particular issue and they say special interest groups arguing about a particular issue, putting that together like take one choice that's offered. It says, should we be annexing a lot of area or should we be annexing just half of that? The response from that will come from a lot of different places, and it's put together with respect to one issue. That will be there for you to see. I mean, in a way you and the Council are the ones to have to put it together and the thing we can offer you is the variety of responses that come from the variety of people, so you know what response is from whom. So you'd know that, and it's your job to put that together.

Beeman---Are you suggesting that the city-wide land use and policy options phase will sort of initially be an arena for special interest, say non-neighborhood special interest, to begin being heard whereas a neighborhood land use option under phase one will initially be an arena for primarily neighborhoods and neighborhood associations?

Bonner---That's the way it will work out. You'll find that when you get into the hearings when we set up a meeting. The meeting is held in the Water Bureau, it's convened by the League of Women Voters and it covers five interest groups. I mean, they're going to have this meeting so it's publicly noted and there may be some other people, maybe the CCI will want to let other people know about it. The people who come there will come from the point of view of their interest group. At the same time, maybe not the same night but say the next night across the City at Roosevelt High they're having a meeting. I bet you that in the Roosevelt High meeting there will be more discussion about the neighborhood issues than there will be about the city-wide issues, and at this meeting at the Water Bureau there will be more discussion about the city-wide than the neighborhood, so there will obviously be that. Like I say, I don't know whether or not that's bad. I mean, it's not bad.

Beeman---I don't know whether or not it's bad or good.

Bonner---I can think of a lot of city-wide policies that might be chosen that just wouldn't mean anything to me if I'm Ernie Bonner

living on SE Main. It just won't affect me, it won't make any difference but in those cases where it will have an affect to be able to point that out in the options that they are at the neighborhood level. You will engender, I think, more effective response to the city-wide issues from the geographic basis than the other way around.

Beeman---I guess it's a follow-up question on that, Ernie. At this time or as we start this process approximately what percent of the City either geographically or in terms of population has established neighborhood associations or district associations that are reasonably viable or something that represents an actual communication point for the Planning Commission staff. I don't want an exact number.

Bonner---I bet around 90%. It clearly is 90% of the City is organized if you exclude areas like the airport and Rivergate and the Skyline area in the Northwest.

Beeman---It might be greater than 90% in population?

Bonner---Oh, I'm sure of that. The only area of any consequence that we yet have that's kind of a problem for us that has any population is the far Northeast area around Madison where we just simply do not have any existing neighborhood organization or at least we don't know of them. I'm going out with Mary Pederson to talk to some groups out there, but that's the only area we won't have pretty much a neighborhood association ready to respond to.

Hartley---I want to know who's going to decide what the city-wide issues are? It seems like, is the City going to decide that and then take those issues to the people? It seems like maybe that's backwards, like the people ought to be deciding what the issues are.

Bonner---Well, practically speaking, let me say one thing. We have been six weeks trying to figure out what are reasonable options to offer. The short answer to your question is, the city-wide options that are offered will have to go past you and to the Council. We can't do as effective and a systematic job of checking the city-wide options as we can the neighborhood options, because we don't have ready institutions to look at them. I would be interested in ways we could do this, how do you get what is essentially a creative effort out of like a tremendous number of different people? I don't want to create options that aren't real for people, on the otherhand, I don't know who to ask what those options are. I think that's the responsibility we have to accept. We won't make a real mistake in that, because when we get out there and people look at them, they're just going to say you're right. But those kinds of mistakes I think you have to make, because I don't know how many people are actually interested in the question to begin with. What we're trying to do is find a way and propose options that people will be interested in, that are real choices, and they are important, they are dimensions in a way that we can have some kind of affect with these kinds of policies.

Hartley---Okay, so what kinds of things are you seeing now as options? Maybe that would help clarify this.

Bonner---In terms of questions, okay? How much land do we need for apartments? Where should those apartments be? That's the density question that most people are concerned about. I don't think there's any real big options about where the single-family residential neighborhoods in the City are because they're there, there's 60% of the developed land in the City, they're just there. They're an enormous force, and the basic question is, what do you do to maintain this?

There are other questions like how much industrial land do we need? Where should that be located? We grew up on the river, and we're growing away from the river. But you know, we still as you can see from this zoning map that the industrial is at the river and most of the private development activity that's been going on south of the Broadway Bridge the last 25 years is giving to that policy because Johns Landing is there and they're changing industrial, so there are questions like that. There are questions with respect that keep coming up that people want a choice now. Now what kind of a transportation system should we have here? Where should it go? The basic issue is, there is one do we want an electric mode for public transit or not? And if we do, where does it go and who pays? Those are the issues in that, I guess I could go on and on. There's a real issue, I think, in terms of single-family housing. I don't know if anybody in the City of Portland that has ever said that single-family home construction isn't a big priority in the City of Portland. We're a single family home type of city, and yet there are a lot of things we do which make it hard to do single-family homes. I think we have to turn up our policies, some of which are zoning policies, so that we are actually carrying out better than single-family home policies of the City. Those are the kinds of options.

We have other options, like how big should the City be area wise? There are areas of the City now which seem logically better served by City services, they're not in the City, they should be annexed. If they were annexed, there would have to be a certain level of urban services provided. Should we provide a full level of urban services or not? If we do, who pays? Does the City essentially subsidize that or does the users in the residence in that area pay? Those are the kinds of questions I see as really important ones, and pretty much they all come down to some kind of a zoning or housing or building code. In some cases a street code and other codes of the City and there are questions I didn't bring up which have to do with spending more like, what do we do with the five to eight million dollars a year that we get in housing and community development money? How should that be spent? The way the City spends it not is basically on housing rehabilitation. So anyway, those are the kind of issues. I think the trick is to see what are the important choices you could make in there to articulate those and in a way try to determine what are the remodifications of choosing one way or the other? That's the process we're heavily involved in now right up to here, and the next thing you'll see coming out of this effort is some really hard nosed discussion about that. What are the options that we're going to actually pose on them? Before we choose, just what are going to be the choices?

Roso---Any further Commission questions?

Beeman---One comment and one question. It seems to me really in a follow-up of what Sarah is asking, that the city-wide development policy options is valid to the extent that the staff and the Commission is open for a response from the community and it's not closed and I think that what you're saying is that is the whole idea is that you go out and you hear an option that we haven't considered that we should consider, it's not a question of being defensive, it's a question of saying we sure missed that and let's get it out and let's get it to the people.

Bonner---Exactly. That is where we are at now. Believe me, the quicker we get to anybody in the real world, as we call it, the better off we are because you need that and we need that just in designing what the choices are that you put out in front of people. So like I say, the next thing you're going to see out of this effort, and that's going to be pretty soon, is something along those lines; some feedback from you about that and Council has required that. They want to know that, they want to have some control too.

Beeman---The only other question that I have is a brief one and you kind of raised it yourself. It seems to me that a great deal of what we're going to be doing in the next couple of years has a tremendous interface with the transportation planning that is going on in the community at this time. I'm uncomfortable and uneasy about the seemingly parallel tracks that were on in transportation planning now in the community.

Certainly the work that comes out of our comprehensive planning in terms of density, street usage, industrial location, and these things, it's going to have a massive impact on transportation in the City, yet I see a great deal of the transportation planning responsibility apparently being carried out by other agencies pursuing questions such as hardware and electric versus these and a whole lot of questions that I can't really integrate into this process that we're talking about. Could you comment briefly on just how the question I'm raising and maybe your own views as to how you see this thing reconciled with our work, which I think is the most important transportation planning effort potentially that's going on in the City?

Bonner---Yes. The Arterial Streets Program was the first step in that. It says something about what the City wants in the region, and it says a lot of things, but it does say that. It says where we'll spend our money, where we want to spend our money, what we don't want the region to do to us in a way. The regional planning effort is going on in terms of major corridors. That's basically what they are doing, major corridors. All of those major corridors come together in your own downtown, and they're now beginning to study in that area about what happens when they all get downtown.

You can be assured that this will come up specifically and directly at various points along this process and all the time. I think there are two things we have to do: 1) we have to assure ourselves that we don't do a land use policy imposing a possible condition on transportation to begin with and, 2) that we have some affect on the trans-

portation system, like a direct and positive one. I mentioned the electric, the issue about the electric mode. It is not possible, I don't think, for us to assume...We're not consistent when we say let's put higher densities on public transportation if you want to do that, but you don't know where public transportation is. Well, it's a bus route, furthermore, a bus route does not fortify that land use decision like a higher capacity fixed rail system would. So those things go together. You can't choose one and not the other. That's what I mean about these options having to tune into that. You'll see the transportation thing immediately in the option and continuing on through. Making sure that the transportation decisions and investments of the region somehow are consistent with what we're doing, is the responsibility of all of us and we'll keep track of that and bring matters to your attention when we think there is a problem, but until the region sees what the City wants, they'll do anything and we just have to be in on every decision.

Roso---Any further questions from the Commission? If any of you here tonight have not picked up the information on the front table, why don't you do so now? I'm going to promise this is the only meeting concerning the comprehensive plan that information will not have been available ahead of time. All the rest of them you will get something before the meeting. If you want to testify on these options, that is what we are discussing tonight, one way or the other, how the process is going to be. Please come to the microphone in the front, state your name, address, and any group that you represent. Who would like to be first?

Burton---I'm the chairman of the Committee for Citizen Involvement which is the advisory body to the City Council and to the Planning Commission for citizen involvement in the land use planning. I'm a little somewhat frustrated, I guess, this evening. In making this presentation, one of the things that the Committee had asked me to do at our last general meeting was to ask the Commission not to adopt any procedure which would include hearings during the summer months. That obviously is not necessary, at least if you adopt the first procedure as you heard by Mr. Bonner; however, I would like to read a statement. I want to express some concerns and a few frustrations that I still have about the entire process.

We're concerned really not over the timing of this plan but more over the time involved. The Committee for Citizen Involvement was formed a little over a year ago as a first phase in getting Portland's comprehensive land use plan on board. The Committee put together a comprehensive plan for citizen involvement in the land use plan. That went before the Planning Commission as a first step towards getting on a schedule to make compliance with the LCDC requirement for comprehensive planning, which really should have happened two years ago. Portland certainly isn't the only city which is behind in the planning process, and certainly a city of this size can't be criticized too heavily for tarrying this long for coming up with a process. As was mentioned earlier, things are still happening in the City each day. There are zone changes, there are conditional uses, we have the

the adoption of a general streets policy, we have housing policies underway, we had discussions about a greenway concept with LCDC and along the water. All of these things in my estimation make adoption available to the citizens in having some kind of process, some sort of input in this planning process. The options available to the citizens in the neighborhood and throughout this thing as to what they can do in designing a comprehensive plan become narrower and narrower. I think that the comprehensive land use plan is the most critical issue facing the City today.

The Committee for Citizen Involvement, as I mentioned, has been meeting for over a year. We've been kind of waiting for this process to get adopted so that we can get back to work, the initial work in putting together the plan. In the meantime, we've been carrying out contacts with various activities, various groups, including the various neighborhood associations. We have gotten commitments from various organizations in the City to help us get this plan and planning process out to as many people and special interest groups as possible so that they can participate in the planning process. We'll have 50 different meetings with various groups throughout May and June. We've got the assistance of a group called "Add to" which is a voluntary group of public relations, immediate people throughout the City. They are putting together a negative campaign to inform people about the process that's going to be used. The Center on Urban Education will be holding workshops probably around in September as we look at the timing on this, the Environmental Education Center at Portland State has requested a grant for an immediate campaign on land use planning in the City of Portland. There's a number of activities taking place and a lot of interest shown by groups and organization that have a concern about the City. They are ready to go, we've been ready to go for some time. I hope tonight we can adopt a process so that Ernie and the Bureau will be able to go ahead and set this planning process.

I appreciate, as with the rest of the members of the Committee, the cooperation shown to us by the Bureau. Our main concern, as I said, is the time and the Committee for Citizen Involvement is ready to assist you in any way that we possibly can in carrying out our responsibility because that is really who it is in seeing that the citizens of Portland have an opportunity of participating in this planning process. That's all I have to say, are there any questions?

Roso---Thank you Mike. Are there any Commission questions? Thank you.

Burton---Thank you.

Frewing---John Frewing, representing myself and the EastMoreland Community Club. I have a couple of questions that I can just ask, and Ernie can answer later if he sees fit.

I think that the neighborhood should very definitely see the impact of the alternative City policies in the development of the neighborhood alternative plan. This goes to some of the points that Mr. Beeman has pointed out. When you come up with alternative neighborhood plans, I think they should be keyed specifically to pretty well defined alternative City plans. That was point number one. Point number two was I think there should be more formalized agreement between the Planning Commission, between the City and the affected agencies, namely Tri-Met and Multnomah County. Mr. Beeman expressed some concern about the coordination of the integration of these efforts.

I live out in the southeast and I recall being in here a month ago asking about the Tri-Met bus routes through Errol Heights, excuse me that was at the Arterial Streets meetings, asking that the policy be clarified as to arterial streets in Errol Heights and the answer was, that's outside the City limits. Well, I appreciate that. It doesn't solve the long-term planning process, so I would urge that planning agreements, more formal agreements between the Multnomah County planning effort and the Tri-Met planning effort be achieved before going a whole lot further. With regard to the CCI input, I would have two comments on that. I believe that in our neighborhood the use of neighborhood branch libraries is a very effective means of having something there, to maintain a volume and notebook of all the actions and papers that transpire over a period of time in those libraries. I think it would be useful in our neighborhood. Also with regard to the CCI input, I would note that the Environmental Education Center up at Portland State has a grant in for federal funds to teach urban planning in Portland Public Schools, not as an additional subject but to use urban planning, city planning, in applied situations in Portland Public Schools. I would urge the Planning Commission's support of that. I believe you've already expressed some support. Finally, a question on the budget for this overall City planning effort and specifically a question of whether there is any provision for follow-up studies or possibly grants to neighborhood associations to get into the feel of real participation in the planning process. That was my last one, maybe it would be the easiest to answer.

Roso---It's an interesting idea. Ernie, do you have any response to that?

Bonner---I'm not so sure what the neighborhood groups will be asked to do, John?

Frewing---There might be special studies that they want done in their own area, and I don't know what the topic is right now, but all I'm saying is that you give them \$100, it goes a long way.

Bonner---That is certainly true. I agree with that entirely. For a very limited amount of money, we have gotten an extraordinary amount of product out of neighborhood associations. That is a good idea. I'll pursue that a little farther. I'm sure the CCI have done things of that kind also, we will pursue that.

Roso---Do you have a figure on the overall budget?

Bonner---The total budget probably for the comprehensive plan for the three years is about \$500,000 or \$600,000.

Roso---For the three years, starting a year ago?

Bonner---Yes, nine months ago.

Roso---Is there someone else who would like to testify at this time?

Soko---My name is Jan Soko. I live at 6917 SE Holgate and I represent myself. Basically I have a couple of questions and maybe some comments. One specifically, there were five steps listed in the Elements of the Comprehensive Plan. The Land Conservation Development Commission has 15 goals, and one of them specifically is citizen participation. Now unless I read number five incorrectly or unless I read them all incorrectly, I don't see anything about citizen participation specifically in the comprehensive land use plan as an element and I think that would be very important.

Now we talked a lot about formulating the comprehensive plan itself, but I think there might be a policy in the comprehensive plan as far as citizen participation. Now maybe number five, a process for review and amendments for the plan, included citizen participation. If so, it's not clear to me. My second question, and this again relates to what Mr. Beeman was talking about, transportation. As I understand it, the City Council will have to make some decisions in the very immediate future as to light rail mass transit. Now, we're talking about transportation as being a very important part of the comprehensive plan. Now, if those decisions are made today, I think we have to look at it in the sense that if a decision is made today then a lot of our options will be foreclosed for later on, and I think that if we look at it that we're going to keep on planning and these decisions are going to be made today. I think we might be pulling the wool over our eyes. We're just not going to be able to do everything we wanted to do if some of those decisions are made today and I think that should be made clear, that we're not going to have all of our options open later on. Some of those decisions are going to be today, and that's all I have to say.

Roso---I'm afraid I didn't understand your point on citizen participation.

Soko---Okay. Looking at these five elements here, I'm not sure there is a specific element that goes to citizen participation in the comprehensive plan itself. I understand that the citizens are participating now in the process, and that's good, but there is nothing that says here that citizens will participate in say reviewing amendments or reviewing and up-dating the plan itself after is adopted.

Roso---Okay. Ernie, would you like to respond to that.

Bonner---I have no doubt that the process for review in amending the plan is going to have many of the same elements as the process for adopting it in the first place, and it's going to have to meet as you

say the requirements of the citizen participation. I think another thing, incidentally, that's associated with that it often means that under the Baker and other legal cases that zone changes that are much more difficult to get because sometimes it requires a comprehensive plan change before you can get a zone change, so that means a fairly laborious process for a zone change.

Voboril---I just have one comment. I had reason to do some legal research in that area of the LCDC goals and guidelines. I think if you look at the goals, you'll find that the first two goals, goal one involves citizen involvement and goal two involves the planning goal of LCDC. LCDC has recognized those are the process goals as opposed to, I think, their 19 goals. Goals clear through 19 are called subsequent goals. I think if you look at the five elements that I look at those as the outgrowth or the result of our comprehensive planning process. It's true that we have a certain order and respect of goals one and two in developing the comprehensive plan, and as Ernie mentioned, in providing for a process for amendment.

Soko---Okay. I just wanted that clarified, if that is what number five really meant, and he clarified that to me. Thank you.

Roso---Thank you, Mr. Soko.

Waehrer---I'm Edgar Waehrer, 3480 NW Ralieggh St. I'm representing myself. The process as outlined by Ernie in the recommended process, the first one he described, it seemed to me to be a very good one generally. Where the problem, if there is one, occurs seems to be in the relationship between the city-wide comprehensive plan and the neighborhood plans and it does seem to me that it is important that the city-wide plan not be just a repeat of looking at the land use issues at the same kind of detail that the neighborhood plans envisions. Rather it be assigned a slightly different task and it be considered a framework plan, that the neighborhood plans can then be folded into.

The Planning staff has spent a good deal of additional effort at this point in time trying to define exactly the kinds of issues and kind of content that the city-wide plan should address itself to. It does seem to me that if it addresses itself to the same thing as the neighborhood plans, there is going to be a tremendous amount of confusion. Some of the things that immediately come to mind, and I just jotted these down as I was sitting here listening, in terms of content that the city-wide plan might address would be the process, city-wide transportation, the interface areas between neighborhood zones, it could be the really broad brush land use issues such as the riverfront which is an element that runs through probably four or five or six of the neighborhoods that we'll be dealing with. The growth policies of the City as a whole, both in terms of population and in terms of industry, it seems that it would be appropriate to fold into the city-wide comprehensive plan, but I do think again that the distinctions ought to be thoroughly clear in everyone's mind as to what the questions are that are being asked of the city-wide plan vs the neighborhood plan. One of the other things that occurs to me is that the National Trilateral

Commission that completed its report a couple of months ago, which dealt with the international economics, came up with a piece meal functionalism, which was a way to get away from having to do all the planning, everything before you can do anything, and they took the approach that there is a way to do planning so that you can get on with it without having to decide everything before you do anything.

It might be useful to consider one modification to the process described in this first scenario. If the content of the neighborhood vs city-wide are described adequately enough, it may be possible to deal with at least some of the neighborhoods in advance of mid-1978, in terms of getting those neighborhood plans approved and through the City Council. That might make it a bit more possible to achieve that late 1978 date. I'm thinking specifically, of course, of the experience that I've been involved with, which is the Northwest Plan, and it does seem to me we had dealt with a number of very complex issues over a long period of time. There is now a policy plan. There were issues that we were able to deal with, everyone was able to deal with. They will undoubtedly be folded successfully into the city-wide comprehensive plan. There may be other neighborhoods that could proceed at a slightly more rapid pace than having them all come up for adoption in 1978.

Beeman---Edgar, I really appreciate your comments. I really think they are interesting. Ernie gave the piece meal functionalism speech in St. Johns on our hearing for the Arterial Streets Policy when it was suggested at the public hearing that it be held off until the comprehensive plan was completed. But I think your interpretation is really valuable to us. I agree with your emphasis on city-wide options and the importance of them. I think the staff has given a great deal of attention to that but it seems to me that we are heading towards some possibly irreconcilable events as we embark on this process, particularly as it pertains to population and density.

Let me just take a simplistic approach and say, for instance, a city-wide option or a potentially city-wide option might be for say a large increase in the population density for whatever reason be the maintenance of our school system or maintenance for City services or what not, and that is portrayed to us as a city-wide option or perhaps a preferred city-wide option. Yet, contrarily when you go back and summarize or integrate the total of all the neighborhood desires, you come up with say a carrying capacity or a potential population substantially different than this city-wide option. At that point, do we have something that's irreconcilable or at that time have we completed the feedback loop to say that the city-wide option was really the wrong option, and you bring them together. From your own experience, I'd like to hear comments that you might have, particularly relating to that population issue. Am I formulating the question right or is there really something else involved here?

Waehrer---Well, I'm not sure. It seems to me in a lot of cases you are dealing in may help the problem of this. It also seems to me that a lot of the question, at least with respect from the neighborhood standpoint, is a matter not so much of absolute population,

but rather of the specific density in specific areas and the nature of the population that's housed in specific areas. I'm thinking of Northwest, of course. It's my experience on that.

Some kind of a general city approach which speaks to the regional question of population and do we want to, what kinds of efforts do we want to make to hold population within the city? Do we want to encourage further growth? Do we want to simply hold it where it is or do we want to allow it to drift out to the suburbs, it is an important question. The answer to the selected option needs to be related back to the neighborhood plans, and yet I can hardly believe that the neighborhood dealing with the question of the land use and population base of their own neighborhoods is going to have a fundamental impact on any one of those options. It seems to me there you get into the policy question that perhaps could be attacked on a city-wide basis.

Beeman---Without pursuing it too much further, we've had some interesting experiences here just in the last 60 days in the Planning Commission. We've had in front of us reasonable evidence that A0 apartment houses are not economically viable at this time in the downtown area, and there are other things going on that are strong neighborhood pressures against A1 type zoning, particularly in Buckman and the Southeast, so it kind of raises some interesting thoughts that along with Ernie's old speech about single-family residences. I think probably on this question, maybe we shouldn't try to fuzz it up too much by monkeying around with a lot of arrangements. I think the more interesting question comes in pinning everybody down and clarifying it. I see some very difficult and possibly irreconcilable kind of choices coming up, but maybe I'll always see the black cloud anyway.

Voboril---I see the same cloud. I'll put it more bluntly. I think what you've said is excellent, you've really hit the highlights of what the problems are. We have to decide, if not this evening at least in the next few meetings, let's change that question a little bit, from population to one of land use. Let's ask the question, how many acres or how much property should be made available for commercial uses in the city? It seems to me that question proposed at a City level will receive a different type of answer than it will at the neighborhood level, but as asking that question to city residents as a whole asking them how many acres should be devoted to commercial use, I think probably you'd get one answer. Asking that question separately in each neighborhood, that is how many acres in your neighborhood should be commercial, my guess is adding up the latter would result in a much lower acreage than the former, wouldn't you agree?

Waehrer---Yes, I would.

Voboril---It is so obvious that it is hard to disagree with.

Waehrer---Of course, I think one of the advantages that you have to go on at this point in time is that with the existing zoning, there is so much additional capacity that is already zoned in commercial and industrial zones that is not now being used and probably never

will be used, that cutting back from that existing commercial and industrial zoning at the wishes of the neighborhoods may speed up the process of getting a response for the city-wide question.

Voboril---Assuming your right, perhaps there is a margin of error a deferential which we can rely on. With commercial use or industrial use or density or population, it does seem to me that there is a need to ascertain what the needs are on a city-wide basis. I guess I'm expressing some doubt as to whether you can add up what the individuals in the neighborhood see as their need at the neighborhood level, and whether that subtotal will equal the needs of the city.

Waehrer---Yes.

Voboril---I think people generally look at their own needs and their own neighborhoods first.

Waehrer---Well, I think that is a good point. I would certainly agree with that. I think it is very necessary to define. Still my primary point in coming up here was to make the point that it is necessary to define the content of the city-wide plan versus the neighborhood plan.

Voboril---Absolutely, I agree with you totally.

Roso---My name is Steve Roso, I live at 10148 N. Allegheny. I guess I'm up in that area one. I'd like to get along in a discussion with you two gentlemen up there, I guess Mr. Voboril and Mr. Beeman and also the gentleman who just spoke about putting the city-wide goals first and then coming back and asking the neighborhood what they think they should have as far as areas of commercial use or residential use or apartment use. I for one would say that in the North area, over the past four or five years, we came up with a set of goals and guidelines that we operate under which are really not that far from what the city has adopted throughout the whole city area, and I would really question the fact of saying there would be that much difference.

We deal with residential areas, commercial areas, industrial areas, on a week-in and week-out basis. We do make decisions regarding density and things of this sort but I primarily feel that the issues coming from the neighborhood will not be that far from what the city-wide goals are, given a wide spectrum of input from the neighborhood, so the point I'm getting at is that I would be in favor of the policy that would say let's work it at the neighborhood level, let's come up with it from that point, let's then take what the various neighborhoods have put into it and see how close we are and see what the differences are and let's develop a city-wide plan from that.

I'm saying, let's come from the ground up not from the top down, and I think the city was built on that and expanded from that. I think the basic issue is the neighborhood. I personally believe in neighborhood integrity, in preservation and in development, land that means everything that comprises a neighborhood. That might be an industrial section or commercial section or a residential section. The point

I'm getting at is that I don't believe your goals city-wide will be that far from what goals we've dealt with throughout the North area. Quite a bit of the vacant land you'll find in the city is left in the north and the northwest and the Linnton area right now, especially the undeveloped commercial property and actually the undeveloped recreational property. At this point, as far as North Portland is concerned; and I'm speaking as the president of the North Portland's Citizen Committee, and we had a board meeting last night, we are halfway through in surveying our own neighborhoods, so we've got a pretty good jump on the second option of the plan right now and I believe Mr. Bonner will be out here at our April 5 meeting in North Portland again and the interest is high as it always has been regarding the development of these goals.

That's about all I have to say on the point, so we're taking a big step forward. We realize it, and the interest is there. I'm inclined to go along with where we're coming from, the neighborhoods. I'm mighty biased, but I think what's developed in our neighborhood has proven to be pretty good in the past.

Roso---Thank you.

Fuller---My name is Don Fuller, 4606 NE 10th, speaking for myself. I'm interested in this plan for a number of reasons, but I don't want to deal with the content at this time because I can get into a lot of personal issues like energys and things like that. I want to talk about the process which I think is what you are dealing with now. The process as I see it has probably two problems that concern me; and I'm not sure that they can even be addressed here. There are several planning areas that are going on now; regional, county, city, neighborhood, and this has been addressed to one degree or another. I would hope to see better coordination as an issue, especially to people who may or may not have access to the media that you're going to provide in your news letter and some other things like people who are poor and may not be able to get the kind of transportation to all of these meetings and set up a schedule of all these meetings and know exactly when and where they're going to be.

So transportation for many people who are old or poor and simply not able to get around in their own vehicle, I think will be extremely important. To get a cross section, I hear people saying they want the citizen participation, those two things of coordination and transportation I think are important. I won't spend much more time on that. I don't know who can address it or how well it can be addressed in your planning, but I would think the process of getting them there and letting them know what meetings impact on their areas of concern would be pretty important.

Bonner---I would like a chance to respond to that if I could. With respect to the first issue, the one about coordination, I feel guilty about not telling you everything in a way. We are normally and fairly systematically involved with Washington County, Multnomah County, Clackamas County, Lake Oswego, Beaverton, and recently Milwaukie. We have yet to touch base with the other jurisdictions in East County, Troutdale, Wood Village, Fairview and Gresham. We are in fact going

around the city touching base with all of them and all of these groups, most of whom are in a planning program of their own. We are not only making sure that they know what we're doing, but we know what they are doing, and furthermore, that their citizen groups know the names and addresses of the people who are in our citizen groups. This is particularly a problem at the boundaries where the latest place we were was the Southwest and we've put the Washington County citizen participation organizations in touch with the Southwest neighborhood associations. That is being done now. That is really something that I agree with you is really important to do and we've got to make sure. John Frewing mentioned earlier the idea of some systematic letters of agreement with the organizations and maybe that is something we could actually work with. We have actually made some agreements with the Multnomah County Planning Commission. We are taking all of our information to 82nd, so like in southeast and the northeast (32nd, 102nd) there is a 20-block overlap and the boundary does all kinds of things there, but we're covering the bulk. Those kinds of agreements we are making.

With respect to the second question, not everything we do that's important here takes place at a meeting. The responses we're trying to get to that, we're going to try a wide variety of ways. People do not have to get out of their house to respond to these choices. When they get a newspaper, it has the choices, there is a ballot there they can vote by mail. Furthermore, we are going to make a random survey, we are going to go to them and we will take pains to see that we get a reasonably unbiased sample of the various groups that are in the city. So in some respects, we're not going to require people to get to the meetings. Your point about transportation is a good one, I don't have an answer to that right away, I'll get back to you. If you leave your name and address, I'll get back to you with a response on that.

Fuller---I think I gave my address and it is on the record. If you want it again, I'll give it to you.

Bonner---Alright, good. I'll get back to you on that then.

Fuller---The only other question I had to ask, since the two are inter-related, coordination and transportation, I had a question about something you raised that was in my mind but really wasn't put out as an issue as jurisdictional disputes and resolutions and whether or not there is some process for that in your plan. As you said, there is some overlap and I'm not sure that necessarily running to the courts is going to be a good answer when there is policy decisions and in many ways conflicts with another area or jurisdiction outside the one that you are concerned within the city. At the same time, people are not going to be satisfied to see a policy in an adjoining county or community that they really can't impact the planning of, but which impacts their neighborhood. So I'm thinking about maybe we'll say a commercial strip which is right next to where they want a residential area, what sort of process in your plan considered that kind of jurisdictional problem?

Bonner---Yes. We have not considered any particular process for solving those. As a matter of fact, the only sort of process that is in effect now for a jurisdictional dispute is the one at CRAG, and the jurisdictional dispute only arrives when one of the other jurisdictions is not consistent with the CRAG plan. It is not enough to simply disagree, they would have to disagree with the CRAG plan. I have an idea that there is no such thing as a jurisdictional dispute on a particular turf. If it is the city's turf, they don't feel they would have to respond to the county and vice versa. I don't know how to respond to that right now in terms of this plan, what we're trying to do in terms of the planning staff, we're trying to assure ourselves of what they're proposing, the information they are gathering. We know about all of that, and we're coordinating as much as possible. I bet you we end up having some disputes among jurisdictions which we can't resolve and that will have to be resolved at CRAG. I don't see any other way.

Fuller---You're saying that was not ever taken into account.

Bonner---No.

Fuller---Do you feel a responsibility to develop an alternative to CRAG or is that good?

Bonner---I'll leave it up to the Commission on that. In a way it is not possible for us to set up a process to resolve a dispute in other jurisdictions.

Fuller---My question is more to how effective CRAG is as a way of resolving disputes.

Bonner---I'd rather leave that for some other person to answer.

Roso---I'm sorry, Mr. Fuller, I'm not the one to be able to answer that either. I'm sure that jurisdictional disputes come up. When they do we will look at them very seriously to resolve them, but I don't know at the present time if we are looking for those to happen.

Fuller---Thank you.

Sims---My name is Jennifer Sims and I live at 911 SW 21st. I intended to come to the meeting tonight as a representative of the Goose Hollow neighborhood, but I also happen to be the CRAG liaison for the City of Portland. I think in response to the gentlemen's concern about the coordination aspect of planning, CRAG is certainly the agency that is responsible for coordinating the planning efforts, and that can occur separate and apart from the distinct planning processes of the various jurisdictions. In any case when a conflict is identified, the jurisdictions are open to working together on a solution and in any case can come to CRAG also as a mediating agency, so that is always an opportunity.

In response to the gentlemen's concern about feeling unable to affect another jurisdiction's land use decisions, I think that any citizen

who feels impacted by a decision being made by a public body, whether they are a resident of that area or not, can participate in their planning process and if they want take it to the regional level. CRAG has a citizen involvement program just as the City of Portland and the county does.

Roso---Thank you.

Bonner---Excuse me, Ms. President, that brings up the possibility that maybe we could try to insure that individuals who do not live in the city but are definitely affected by this have some rights of being furnished information, etc., as those who do live in the city. That would be something we could do and that might be a good idea. People who live just outside the limits then would know what was being proposed down the street, which is in the city. That might be a good idea.

Roso---Thank you.

Delman---I'm Berta Delman, 7325 SW Gable Park Rd., and I am on the CCI Committee. It may be because we have had a year to discuss the city-wide plans coming first, but I share the concern of some of the previous speakers that it appears to me to be a distinct advantage to develop the kind of responsibility to a philosophy that was city-wide and then the neighborhood groups as components would come in and share those responsibilities. I guess I'd like Ernie to perhaps speak to that, because I have missed the last meeting and maybe it came up at that time. I see perhaps people coming in with complex terms and issues that they're not familiar with, and for instance, say housing which to me is a particular important priority within LCDC, providing housing for all income groups.

You mentioned single-family housing, and 60% of our city is made up of that. I do have trouble with the preservation issue and also with providing homes for all income groups when we know that the majority of people now cannot afford single-family homes. I would hate to think that we would go into a kind of planning where we are going to have select neighborhoods that are not going to assume the responsibility for low cost housing, public housing, and multiple housing. I guess I wanted to ask you whether you think that we can establish that with having the plans coming out simultaneously.

Bonner---I think so, yes. Besides that, I think that more and more it is required. I understand what you mean.

I think there are certain sorts of city-wide systems or decisions that simply have to hold. The Arterial Streets System is a good example. I mean, it has its own demands to meet and in some cases are less than the demands that the city has in terms of how you deal with traffic. You mentioned that there are certain equity issues, I think you were talking about, is there adequate provisions for low-income in terms of housing? I mean, the obvious question that comes up is public housing. Where are you going to put public housing? How much public housing do we need? Things like that.

The Housing Authority of Portland is now preparing a plan they will be having hearings on soon. It is a plan for location of public housing. On the other hand, I would second a little bit of what Steve Roso says when he said, a lot of times the neighborhood will admit that they should share but they just don't want more than their share. That doesn't stop the argument because sometimes that is an association, a board of directors, who will agree that, yes we should accept our share. That doesn't mean you get off the hook when the individuals from that neighborhood, who never heard of that neighborhood association or anything else, come and argue about it. They don't want it. I think it is not clear one way or the other.

I still think that there is going to be certain city-wide issues that are going to be very important that are going to have specific application to areas within the city and it is going to be tough, because you are going to want to serve two objectives at the same time and it isn't possible. We are going to come to those cases, and I know that. Other people come in and say yes, you people get to decide.

Delman---I'm not talking about neighborhood groups persay, I'm talking about whole neighborhoods who have not assumed a responsibility at all except preserving single-family homes and low-density and high-income. It would seem to me that we'd have a far greater chance if we establish that philosophically as a goal city-wide and give people time to hopefully absorb that and then to discuss it within their own neighborhoods. I agree that some neighborhoods have had far more than their share, but there are others who have assumed no share and I guess that is what concerns me; is that we are going to throw this all out at the same time and people aren't going to be able to see the greater picture so I'm wondering if we're compounding the issue. I certainly would be very disappointed if we ended up ignoring that LCDC housing kind of thing that was much stronger I know when it was initially established. So I throw that in I guess to confuse the issue.

Vorboril---Obviously, I agree with what you have just said. I think that you've just touched upon one issue. I think there are a number of issues, and you can call it housing, you can call it commercial, you can call it industrial. There are just certain things that people, if they have the choice, would rather not have across the street. Unfortunately, those tough decisions have to be made. We need commercial, and we need some industrial, and we need some low-income housing, and that is what bothers me. I'm afraid that it's easy to lose that and fuzz it when you don't have to make that decision. It's easy to say, well let some other neighborhood have it or I'm all for low-income housing but not here. That is what bothers me, you hit it exactly right.

Delman---Let's say we have 4,000 units in the city for public housing, and the Southwest has less than 100 of these, will that be very graphic for people to be able to grasp within the city?

Bonner---The background study that the Housing Authority is preparing makes that clear, where present public housing units are and under

certain criteria, where new units would be built in a general sense, like by track, I think.

Delman---But we'll be dealing with that too, won't we?

Bonner---Well, in order for the Housing Authority, in my opinion, to get any kind of an agreement on that, again they have to have the agreement of City Council. If they bring that in for a review I think that becomes like something for review. I don't know whether it will be put in this process. This is another thing that keeps coming up. How many decisions are in this process, and I think others have alluded to it before. That is an awful word, the piece meal functionalism. I don't know whether that will end up being in here, City Council may demand it.

Delman---I think that that is really important for people to understand the interrelations of those and not just the responsibility for these few people, because that is quite a political undertaking to do without an understanding throughout the city.

Bonner---Yes. Well, I think it is important too to come to some sort of a community-wide decision on that. The way things operate now, the Federal Government says that you must serve the poor with less money at higher densities than you could ever hope to get. So agencies which are presumed to deliver services of various kinds to the poor, are given a tremendous dilemma. I think that issue should be pointed out. The option is really up to the Commission and the City Council if they want to accept that as one of the issues, and that is not one that I have excluded but one that I thought was going to be made basically through the Housing Authority.

Delman---I think we should face it right up front.

Roso---I would assume, Ernie, that when these options are brought to either us or to the people the first time through that the justification for any option would be made perfectly clear and if there is some legal thing that says we will have "x" amount of "x" kind of houses in the city by the year "x", that the option would be how to get the different ways of placing that housing.

Bonner---Oh yes. No, it's not an option.

Roso---The options would be, what different ways are there to handle that problem?

Bonner---That's right. If it's a requirement, it is not an option.

Roso---Yes, but the handling of the problem. I think that is kind of the thing that both of you have been talking about a little bit tonight is this consolidation thing. I'm not looking for that kind of a problem so much if we look at the whole thing as options.

Bonner---Let me give you an example of what could be a hassle.

Roso---My understanding of what you're assuming is that these are givens when in fact we do not know what will be givens until after at least the first round of city-wide hearings. I may be incorrect?

Bonner---I don't think anything is a given until the end. I don't think it is given that those city-wide issues are approved anywhere in that process until the Council's adoption at the very end. Everything is up for change all the way through. It's just that you consider both at the same time, but it is clearly going to be a hassle when various groups who make the case, both those who are in favor of housing and those who have cost pinches in their business are going to say, it costs too much to build that unit. We need to build lower cost housing units. Part of the way you could reduce that cost might be to increase the density, either by making apartments rather than single-family homes, or doing single-family homes on smaller lots or doing single-family homes on planned unit developments rather than a subdivision. Now there are certain places where that will happen. I mean like for instance, there are particular vacant lots in the city. Right next to the land use map there is a map that has green areas on it, and those are vacant areas and areas where we have more than eight acres of vacant land. Those pieces of vacant land have certain prices. If because you want to decrease the cost of housing, you want to put higher density housing, maybe it's not even very high density, it's from R10 to R5 that's where it is going to be. Those areas are going to be asked essentially to take what they might describe as a burden to you of achieving this overall city objective which is to produce lower-cost housing and those kinds of hassles will come up. If it weren't a question on which there were serious disagreements, it wouldn't be important. So we're just sort of going to have those right all the way through here.

Cook---If those are going to happen, I think we should be ready to face up to them. I'm happy with all of her testimony. I think we need to be concerned with facing them even handedly and resolving the question as a policy as opposed to getting the economics of constructing housing. That is something we're not going to do. If we need low-cost housing or industrial or commercial or what have you, let's deal with the proper zoning and land use and the economics. That is that we include the areas that don't want to be included and perhaps take some away from other areas. The economics are something else that someone will have to deal with. We can't ignore it totally, but the fact is that we can't protect islands as part of this process.

Roso---Is there anyone else who would like to testify? I didn't mean to cut off testimony.

Glanceman---My name is Carl Glanceman. I live at 790 SE Webber. Although I am with SMILE, I don't represent the group in any way. I'm a little bit worried about the system that you've been talking about here. I won't say that I live in a rich neighborhood, it definitely is not, and we do have our share of low-income housing. I feel that rather than attempt to force upon a developing area or an area in transition with rather high property values, some rather economically restrictive developmental policies. It makes

more sense for us to explore the opportunities afforded to us in the lower income areas to develop this type of low-income housing and to develop programs for the elderly. I can't see that fairness is served in such small neighborhoods by attempting to force each person to live with his quota, this, that, and the other thing.

Roso---If you'll excuse me a minute. The issue tonight is not of the plan.

Glanceman---Yes.

Roso---Okay. The issue tonight is whether the city-wide policy, which would say "x" number throughout or the neighborhood policy would say yes or now or how much. Which one should go first or should they go together?

Glanceman---I thoroughly understand that. I was using this more or less as a purpose to my comment. I feel that the neighborhoods ought to be given more substantial weight in deciding those issues that are more of a local nature, that is the allocation of various public and semi-public institutions and developments into the neighborhoods. I think there the neighborhood should have the more substantive voice over that of the general city. I'm a little bit concerned in that I don't see this in the framework that is being proposed now. The city leads off and then the neighborhood follows. The city's plan comes up for adoption first and then comes the neighborhood. While I don't see a mechanism for resolving this potential conflict, I think we must realize that these type of quota system objections are going to come up and that this proposed program does not really address itself to resolving that type of a thing, but rather has the city leading off with a proposal and the neighborhood reacting. Thank you.

Roso---Would you like to respond to that, Ernie?

Bonner---It's true that the Bureau of Planning will initiate this activity through a series of proposals of their own. In your neighborhood for instance, we will be there and will propose some options for the land use policies for Sellwood. However, the neighborhood association, we will touch base with them and discuss this. Each neighborhood association will be given an opportunity to produce an option of their own. If you don't like the three, or the two, or whatever, that we are producing we will help you produce one that you like and that will be among the options that are offered for choice within the area. I think, and other people are going to think, that this gives enormous advantage to a neighborhood association. In fact, they will think that it has gone too far in the other way, that you've given the neighborhoods too much say over what is done but I do think that the neighborhood associations have earned the right to play that role and that is what we are proposing here. We intend not to propose options that don't include at least one that the neighborhood association wants.

Hartley---Well, I don't hear that really happening either. What I hear is the city is going to make these proposals for an overall view of things we all need to consider, no matter where we live, and that we go from there. I think the bottom line is that the people are going to have some say about what is going to happen. The Planning Bureau is not going to say, this is what the options are. The bottom line is that everybody is going to agree that this is what we want to do. That is what I am hearing.

Glanceman---Yes. Consensus can be derived from one entire group or from a number of groups. The one entire group being the city, the number of groups being the neighborhood associations. If the final say looked like the neighborhood associations then the body politic, each of these associations representing its own particular plan for the City Council and having more or less the last say on what comes into its neighborhood from the city plan. I think that we would achieve a more diverse city, more interesting city, and I think in the long run this plan will probably remain viable for a much longer period of time.

Roso---Thank you. How many more people would like to testify on this? One I know, is that all? Two? I would like to take about a five-minute break, we'll reconvene in five minutes. There are maps here on the wall, there is a pop machine downstairs. We'll convene at 9:30 and pick up right where we left off.

Roso---We will reconvene. There was another person in the back of the room who wanted to testify.

Wright---My name is Robert Wright, 3136 NE Couch, and I speak as a citizen. We're discussing tonight the process to involve the citizens in Portland's comprehensive plan. I don't see in looking at the plan any particular problems with the process, but I have some questions about the timing. I think it is feasible. I think Ernie Bonner from the Bureau of Planning has done a tremendous job to put out a good process, but I think that the process is perfect and the timing is bad. It is just not very good at all with respect to timing. I think in earlier land use programs and the plan to involve citizens around some of these city-wide issues in the early part of this year and getting some kind of a response during the summer and towards the end of the fall.

Now we won't get any kind of response until the latter part of the year, and whereas before the City Council and the Planning Commission won't be involved until next year. I'm saying that the final outcome, the final date as it's given is June of 1979, but the more you delay the initial out reach to the citizens the less time you have to get the impact or the genuine participation that Mr. Bonner would like to have. My concern really involves how much later can you delay the initial distribution of workbooks, involvement workshops for the citizens beyond this year and still be able to get through the bureaucratic process of processing their responsible options, give them to the Planning Commission and back to the citizens with the revised plan for their input and what have you?

Bonner---We have to meet this schedule, I mean we have to and we will. We absolutely will because if we don't meet that schedule of actually beginning the process officially in September we are another year behind, and that is impossible. We're another year behind now from our original intentions because of the problems that I did not foresee about getting basic information, like land use information. We will begin seeing certain districts of the city in May, to start the first conversations with them informally about options. We are already working with some. Like Steve Roso said North Portland is going like a house fire already. Inner Southeast is a long way down the road. I agree with your concern, I have it myself; that we don't hold off getting this out into the read world as quickly as possible and that is what we are heading for now.

Roso---Thank you. I have a question. The issue of the city-wide options being a very real part of what the neighborhoods are addressing from the beginning, isn't going to be able to happen if the city-wide newspaper isn't out until September. Is that as soon as you can foresee that being ready?

Bonner---I don't recall right now but it may be that the timing would have permitted that city-wide issues paper to be published maybe a month earlier. I don't remember now. Probably about a month earlier, but it didn't seem to make any sense to publish it in August, so the timing had something to do like when people would actually be prepared to look at it. Is that what you mean?

Roso---Well, you would have had three neighborhoods already into their own preliminary land use plan option before the city-wide issues newspaper is produced.

Bonner---That is right, but not before the preliminary city-wide options have been decided on.

Roso---Okay, that information will be able to go to the neighborhoods at the beginning of their process?

Bonner---Yes, the city-wide options are partly the basis on which we design the neighborhood options, so we'll have that prepared.

Roso---There was a gentleman up here who had a question? Is there anyone else who would like to testify?

Bonner---This gentleman wanted to know whether we had a target date as of this moment for the Southwest. We do not, but that's a good question because before too much longer, I hope within a month, we are going to set dates, times, and places. That will include when the Planning Commission will be in the area having the meetings and when we will actually come to see you about the options. I want to get a fairly specific sort of schedule set up so that everybody knows as far ahead of time as possible when something is going to happen, where, and when. I think we can do that and it would help everyone out a lot.

Bellum---My name is Paul Bellum, 0319 Bridge Drive, and I've just

joined our neighborhood association, the Collinsview Neighborhood Association, and promptly volunteered for something and was just as promptly put on the Committee to attend this.

Bonner---Welcome, welcome.

Bellum---The reason I raised the question is because I realize I don't know enough to ask it. I was going to ask a very provocative question which probably, as I hear the rest of this discussion, lies at the route of the whole thing. I thought if you or someone would come to us that would be the moment when we would probably have a chance to confront you and you us about how the tough decisions that lie ahead. Since you said that you had not been in the Southwest, when can we expect to be confronted by you?

Bonner---I'll bet you it's in the fall when we first see you. You'll have to talk to the people from Area 9. If you want to be sure that I get your name and address, I'll make sure that somebody calls you and you can start talking right away about whatever questions you have. The base map we would like to have checked for accuracy, if somebody would write a neighborhood history, there are a number of chores that we'd like to get people started on right now which should and could be done.

Bellum---It appears to me that other districts are already into this process as it seems that we are quite behind.

Bonner---I wouldn't make that assumption.

Roso---And please, the suggestion to all and get into the process is something I really hope you and anybody else here does. This is just going to take so many people and so much time and the better prepared we are the better off the whole city will be at the end of the planning process. Thank you. Is there any further testimony? If not, I'll close the public part of this hearing and the Commission will be able to discuss any issues that were brought up tonight.

Do you have any special things that you would like to talk about or you heard? We have basically one decision to make but we can make it as easy or as difficult as we like. I heard one thing about three times over and it took probably the fourth time to realize what people were saying. I apologize for that. Keep saying it folks, it works. The idea of jurisdictional dispute and coordination. During the break, I was able to talk about it a little more deeply with one of the people who has a real concern. I wonder if it wouldn't be possible as part of the process to have it written that the city will say what it will do particularly on the areas in the outside of the city. If that area sees a problem, sees a need to work with another jurisdiction, that we couldn't draw a spur of influence, or a circle of influence, that any agency, local newspaper, or neighborhood organization within that circle would not only be invited to attend but invited to be formal participants in the plan for that area. There are at least two, and probably more than that, areas that are going to have real problems.

Bonner---There are a couple of areas around the city where I think that clearly is called for. I would be more than happy to draft up some language that would do that.

Just behind you is a map, it shows green areas around the boundaries of the city, those areas which are inside the county and outside the city. There are areas in the Southwest and the West which are potential candidates for annexation or at least potential candidates for urban services of one kind or another to be supplied by the city. In some cases no planning is going on, it's too small for the county to really cover and nobody else is doing anything. So mainly in some of those areas we could pick out where it would really be crucial that something be done like that. In our areas, I have made a note to myself, maybe we should mail out or find some way to distribute information outside the city but which are close enough to be affected by something that is going on inside the city, so I think that can be done.

Roso---My suggestion would be more than just notifying the neighbors on the streets that are going to be impacted. We'd be notifying city hall or the county commission that is involved.

Bonner---Oh, I see. Could I suggest then that we write in something to the effect that in every case where a district paper and the neighborhood paper goes to a district, that any contiguous jurisdiction be given the same information. Like in Areas 6 and 8, for instance, Milwaukie and Clackamas County would be given the planning groups. Is that what you mean? We could do that for sure. I was suggesting that possibly we try to get a hold of some people who actually live close to there.

Roso---Yes, if there were a neighborhood organization in Errol Heights or in the area just south of the jog of 8.

Bonner---There is, yes.

Roso---But also to make sure that the people responsible, city hall, planning commission, would have to be dealt with to solve the problems on that line.

Bonner--That's easy.

Roso---Okay, as long as it's plugged in.

Bonner--I've got you. So we'll make that very specific, that notification and distribution of this information goes specifically to all contiguous jurisdictions outside of the city, essentially to the planning staff. I don't know if I want to put it in, because I don't know how much money it would take or anything like that, but I would like to take a crack at getting some information out to people who are just outside the city, physically outside but who are affected by what is going on.

Roso---I think that's reasonable. Sarah, you had something.

Hartley---Could you give me just a brief scenario of the three things

just quickly for our benefit, just run through your three options very quickly to kind of refresh us.

Bonner---I don't have three options.

Hartley---You talked of three when you made your presentation earlier.

Bonner---The thing that really might be a problem with what is happening over the last 25 years and has been happening and would continue to happen, might be a problem. I think that is one sort of an option, it's sort of like, what will the trends bring us? What will 25 more years bring us?

Hartley---I'm sorry, you misunderstood me. The way of this process, you have three proposals for getting this done.

Bonner---Two.

Hartley---I'm sorry, I thought that you had mentioned three, give me those again briefly.

Bonner---The one we originally proposed was in three phases and each phase was independent and followed the next one. First phase was to develop and formulate city-wide options and get a response from those who oppose them, if only on an interim basis, by the Commission and Council. Second phase starts after the end of that, go into each of the districts and neighborhoods of the city and develop a neighborhood land use plan which is consistent with the city-wide policies as well as other problems or opportunities which exist in that neighborhood. Third phase would be to go into public hearings, bring all of that together into one proposed plan and go into hearings. The one that we are proposing tonight is in two phases. Phase one and two of the first option is put together and we consider both at the same time, with one being allowed to affect the other and with the second phase then being the formal public hearings and with the second option being two years and three months. The option before us being two years and nine months or three years or something like that. I think three years is more like it.

Hartley---Well, then it sounds to me like the option you are recommending takes care of the questions people had about their neighborhood being involved, that the two were going to run together and the neighborhoods are going to have a lot to say about what's going to be the end result.

Bonner---I think the neighborhoods will be able to more systematically and more effectively direct the testimony towards those city-wide options in the option we are proposing as well as it is a shorter time period.

Beeman---I was just going to say that I think Sarah is correct. I think there was a third option, and it's the same as number one only steps two and one are reversed. It is a three-step process only the neighborhood thing is done first. The city-wide is done second, it is a variation of the first one.

Bonner---Excuse me. That was a proposal made by the Portland Alliance of Neighborhoods, just about exactly that, just around phase one and two.

Minden---It would seem to me like it would be difficult to go any other way then to start out with a city-wide plan and it will get picked to pieces, you can be sure of that in some places. That's the correct procedure, I think.

Bonner---Like I said, it is a matter of judgment in the end. In my own opinion, taking both the city-wide and the neighborhood options at the same time is going to make it better if for no other reason than everybody knows what those things mean, what the city-wide options mean; and therefore, are able to respond whether they like it or not, so that is what I really like about it the most. So I'm coming from it kind of like a general philosophy that in order to get people to get involved and participate, you've got to tell them what it is you're proposing, how it affects them, when they can say something about it, etc. Part of that, how does it affect you, is what I think is accomplished very well by the one that we're proposing. People know how those things are going to affect them, that's what I like about it.

Minden---Well, there will be some things on the city-wide plan that don't particularly affect the neighborhood in certain things.

Bonner---That's right.

Minden---But the things that will affect them will certainly be, this is the way to bring it to the front.

Bonner---Yes, and incidentally in some cases show where it is not going to be a problem as well as those cases where you show that it will be. There is often argument about how it is going to affect us this way or that way, when it wouldn't.

Minden---I don't think you're going to have as much trouble as you're thinking.

Bonner---Gus, I'll bet you a quarter.

Beeman---I think one of the things is following up on this, Gus. That the process we're talking about, hopefully, will narrow down by dispensing with a number of things which are not issues for a particular neighborhood. It will narrow us down so the neighborhoods and the Planning Commission of the city is really dealing with at the focal point of the real problems rather than burning ourselves out on the periferal issues before we get down to them. I think that is compelling reasons to proceed on this line. This is probably the best chance we have at tossing out a bunch of non-problems and getting down to dealing with the tough issues.

Hartley---I agree with that.

Beeman---I'm with Ernie. There is going to be a lot of tough ones but hopefully we'll be burning out our energies on the tough issues.

Bonner---That is a good point, that's a very good point.

Beeman---Are you ready for a motion, Madam Chairman?

Roso--You're sure right.

Beeman---Based on the staff presentation, the testimony that we've heard tonight, I would move that we adopt the staff recommendation on the comprehensive plan, which is essentially the two-phase methodology that has been laid before us here tonight with Phase I being in two parts, the city-wide land use and development policy options being developed concurrently with the neighborhood land use plan options and then Phase II being the formal review leading to adoption of the comprehensive plan.

Hartley---I'll second that motion.

Roso---It has been moved and seconded, discussion?

Voboril---Madam Chairman, I think I may be alone but I think I should articulate what I feel about this particular motion. Although we have not heard, we did have a couple of witnesses testify that did mention the issue. I find myself in the holes of the dilemma because I think the original staff proposal is superior to the one now before us and I think it is realistic in that it does divide into three phases, what in fact should be a three phase process. I do think there are city-wide issues which require a city-wide prospective on the part of all our citizens and not a neighborhood prospective and I'm afraid that when we have the two processes running simultaneously we are going to lose this city-wide prospective. I guess I believe in a strong city and I do believe in strong neighborhoods, but I do think there is a need to evaluate what our needs as a city are, and I'm afraid that the copulation of all the neighborhood plans will not necessarily result in any evaluation. I also think there is a need to get the approval or endorsement from the City Council early on in the process.

I sympathize with various desires to get this over with. It's a two year period and I might add that I think if we had taken phase one off the earlier staff proposal which calls for approval by the Planning Commission and the City Council in September 1977. We could almost complete that process prior to beginning phase one, that we now have before us, so I think it could be done within the same time frame if an effort were made to do so. I guess I find myself in the holes of the dilemma because I think the most important thing in this whole process is to get citizen involvement and citizen input, and I'm convinced that the neighborhood associations are the best vehicles to do that and yet what I seem to be advocating is that we keep them out of the process for awhile and I advocate that only because I think there are some issues that require a city-wide prospective. Again, I think Berta Delman testified tonight that there are really

some tough critical issues that have to be faced by the city, and to some extent they're political issues. I think we are going to be bumping up against these in each step of the process, I think it would be wise to get that done first. I may be wrong, I suppose I'm in the minority, and if I'm correct, I can look back and say, "I told you so", and if I'm wrong I can thank you for having more wisdom than I do.

Roso---Is there further discussion? Would you call the roll, Winell?

Beeman---Aye
Cook---Aye
Hartley---Aye
Minden---Aye
Roso---Aye
Voboril---No

Roso---Was there anything else before us tonight?


Bonner--Only that I'd like to tell you what I'm going to do now.

Roso---Good

Bonner---I'm going to go home. Actually I'm going to file this recommendation of the Commission for City Council action at the earliest possible moment. Once we have gotten adoption by the City Council of this process or some modification of it that they may want to make, then I intend to make a great effort to get it known to everybody what's going to happen, when, and how are they going to be affected or when can they show up for something. We will be publishing, with as wide of circulation as possible, a brochure about when, where, and why. Hopefully a lot of people will understand what we are doing and how it going to be done. We will be doing that and working with the CCI to accomplish it. The next thing that will be happening is that we'll be getting back to you as soon as we can with some initial look at the options, city-wide options. I think that is the next place we really have to touch base. Like I say, you can expect to see that on the Council's agenda very quickly.

Roso---Good, is there any further discussion? The meeting is adjourned. Thank you for coming.

Respectfully submitted,



E.A. Bonner
Director

ERB:ww

RESOLUTION NO. **31870**

WHEREAS, the Land Conservation and Development Commission of the State of Oregon has prescribed that cities and counties prepare and adopt comprehensive plans consistent with State-wide planning goals and guidelines, and

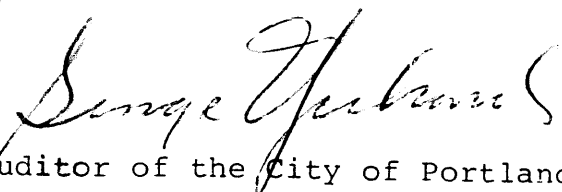
WHEREAS, the City Council agrees that the adoption of a Comprehensive Plan for the City of Portland is both fitting and necessary, and

WHEREAS, the development of such a plan must begin with an approval of the process for formulating and adopting such a plan, and

WHEREAS, the Portland City Planning Commission has reviewed the proposed process, attached as Exhibit "A", and has recommended its approval by the City Council;

NOW, THEREFORE, BE IT RESOLVED, that the attached process is hereby approved, as a guide for the development of the City of Portland's Comprehensive Plan.

Adopted by the Council **MAY - 4 1977**


Auditor of the City of Portland

Portland City Planning Commission
ERB:ww
April 11, 1977

1311

1257

1246

RESOLUTION NO. 31870

Resolution proposing process and schedule for
the formulation and adoption of a Comprehensive
Plan for the City of Portland as recommended
by the Portland City Planning Commission. *z*

APR 20 1977

CONTINUED TO APR 27 1977 9:30 A. M.

APR 27 1977 *Q*CONTINUED TO MAY 4 1977
MAY - 4 1977

THE COMMISSIONERS VOTED
AS FOLLOWS

| | YEAS | NAYS |
|-------------|------|------|
| IVANCIE | / | |
| JORDAN | / | |
| McCREADY | / | |
| SCHWAB | / | |
| Goldschmidt | / | |

Filed APR 14 1977

GEORGE YERKOVICH

Auditor of the City of Portland

By *Gordon Crall*

DEPUTY