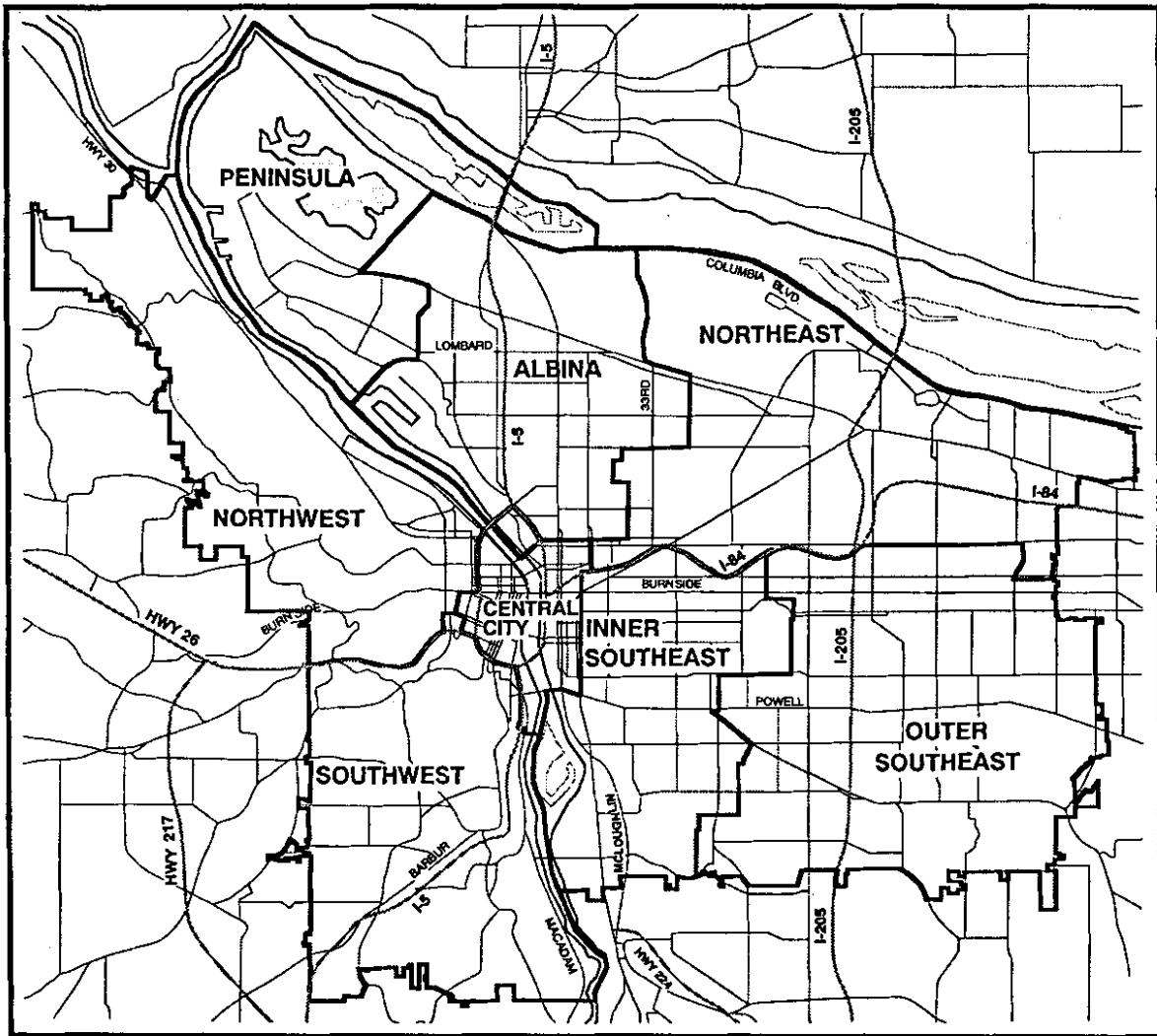


Adopted  
**Community & Neighborhood  
Planning Program**



	<p>November 1994 Bureau of Planning Portland, Oregon</p>
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**Adopted Community and Neighborhood  
Planning Program**

**Adopted by Ordinance No. 167650  
and Resolution No. 35276  
May 11, 1994**

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# COMMUNITY AND NEIGHBORHOOD PLANNING PROGRAM

## OVERVIEW

The Community and Neighborhood Planning Program is the planning tool used by the City to update Portland's Comprehensive Plan Map. The update will be accomplished through a series of eight community plans. This program was approved by the City Council by Resolution No. 35276 on May 11, 1994.

Each community plan will address the full range of Comprehensive Plan goals including land use, economic development, housing, open space, transportation, public safety, and urban design. In addition, community plans will be used to address other planning issues which are significant to each plan's area. The plans will:

- Evaluate business corridors and, where appropriate, increase the depth of business zoning to enhance these areas' competitiveness with other business locations;
- Increase potential housing development opportunities and ensure that Portland continues to meet State and City housing targets;
- Update existing Plan Districts;
- Implement aspects of the State's Transportation Planning Rule (TPR) which relate to the City's zoning map;
- Address the needs of large medical and educational institutional uses and apply the institutional zone where appropriate;
- Upzone in conformance with the Comprehensive Plan, where services are available;
- Update and implement State Goal 5 inventories which include historic resource protection; and
- Implement the fair housing and social service siting objectives and address goals of the County-Wide Housing Affordability Strategy (CHAS).

### **Community and Neighborhood Plans**

The program will produce community and neighborhood plans. Such plans create the opportunity for a more focused examination of Portland's neighborhoods, business areas, industrial sanctuaries, and open spaces.

The community plans address both the immediate and long range problems and opportunities within Portland neighborhoods. They are also a link between ongoing long range regional and city-wide planning efforts and the neighborhoods and business areas of Portland. Resulting community and neighborhood plan visions, goals, policies, and objectives are adopted by ordinance and become part of the City's Comprehensive Plan.

Each plan also contains long term and short range strategies called actions which implement the plan's policies and lead towards the realization of the plan's vision. These actions are generally presented in charts as part of the plan. They are adopted by resolution to maintain flexibility and allow the community to respond to changing priorities, resources, and opportunities.

### **Portland Community Planning Areas**

The Community and Neighborhood Planning Program divides the City into eight separate plan areas (Map 1). Each plan is undertaken separately and is on its own schedule. The expected date of completion of this planning program is FY 2004/2005. This approach allows for smaller staff, more attention to unique needs of different sections of the City, and more public involvement in developing these plans.

Part of the Community Planning Program is completed or nearly completed. The Central City Plan was adopted in 1988 and the Albina Community Plan was adopted in July, 1993. The Outer Southeast Plan is underway and is scheduled for completion in October 1995. The Southwest Community Plan was initiated in July 1994 with a targeted scheduled completion date of June, 1997.

The order of remaining Community Plans to follow the Southwest Community Plan are as follows:

- Inner Southeast Portland
- Peninsula area
- Northwest Portland
- Northeast Portland







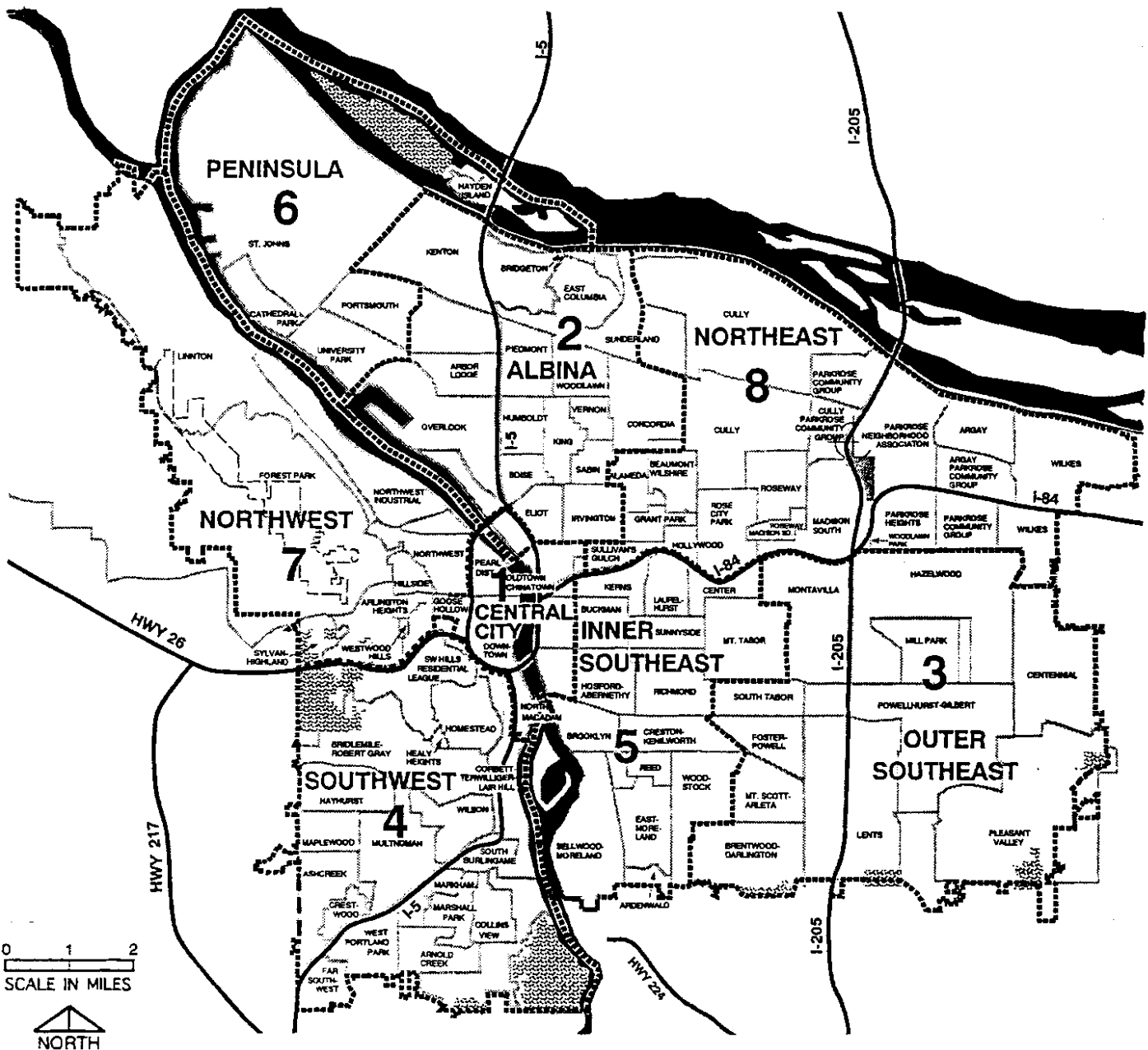
# ADOPTED COMMUNITY PLAN BOUNDARY MAP

## Community Planning Areas:

1. Central City Plan
2. Albina Community Plan
3. Outer Southeast Community Plan
4. Southwest Community Plan
5. Inner Southeast Plan
6. Peninsula Community Plan
7. Northwest Community Plan
8. Northeast Community Plan

## Legend:

-  Community Plan Area Boundary (to Urban Services Boundary)
-  Neighborhood Association Boundary
-  Area within Portland Urban Services Boundary but outside current Portland city limits
-  Urban Growth Boundary within Forest Park Neighborhood Association



**COMMUNITY PLAN PROGRAM SCHEDULE**

1992 1993	1994 1995	1996 1997	1998 1999	2000 2001	2002 2003	2004 2005
<p>•--Outer Southeast Adopt 12/95--•</p> <p>    •--Southwest         Adopt 6/97--•</p> <p>        •--Inner Southeast             Adopt 6/1999--•</p> <p>            •--Peninsula                 Adopt 6/2001--•</p> <p>                •--Northwest                     Adopt 6/2003--•</p> <p>                    •--Northeast                         Adopt 6/2005--•</p>						
1992 1993	1994 1995	1996 1997	1998 1999	2000 2001	2002 2003	2004 2005

The order selected for the community plans was based upon a number of variables which included: (1) level of recent planning for the area, (2) requested planning assistance by areas, (3) growth and socio-economic trends, (4) transit projects, (5) critical issues facing the community (6) project identification and funding partnerships, and (7) public testimony and hearings.

**Community Plan Timeline and Scope**

Community plans will take three years from date of initiation to adoption. The Outer Southeast Plan is scheduled for completion by October, 1995. The next community plan, Southwest, was initiated in July, 1994 and has a targeted completion date of June 1997. Following at two year intervals are the Inner Southeast, Peninsula, Northwest, and Northeast Community Plans. The entire sequence is targeted for completion by FY 2004/2005.

In order to complete the plans in three years, with limited resources, the scope of Community Plans is limited to topics and services which are directly controlled by the City. The two areas where stand-alone policies and implementation strategies will not be developed are education and social services. Even though these topics have significant impact on the livability of a community, we have found that developing policies and implementation actions is extremely time consuming and the value of the effort limited when the products are only advisory to other decision-making bodies such as the County Commissions and the School Districts.

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## Adopted Community and Neighborhood Planning Program

The Portland Bureau of Housing and Community Development can be a source of funds for neighborhood planning efforts in qualifying neighborhoods. The neighborhood plans for low income neighborhoods help set grassroots agendas around neighborhood needs and build a framework for revitalization. The plans serve as catalysts for increasing public involvement so that these neighborhoods can carry out community-based projects. These plans are most effective when they help low income neighborhoods set their own agendas of projects.

The Portland City Council funded two neighborhood planning positions within the Bureau of Planning's Community and Neighborhood Planning Section in FY 1993/94. These positions were continued in the FY 1994/95 budget. Neighborhood planners provide technical assistance to neighborhood and business area initiated planning efforts and projects located outside an ongoing community planning effort. Map 2 shows areas with community planning projects, neighborhood plans and neighborhood projects underway in FY 1994/95.

### **Program Benchmarks**

Adopted Community and Neighborhood Planning benchmarks identify desired outcomes from this effort. Results will be monitored to allow assessment and feedback on the effectiveness and efficiency of this planning process and products.

Benchmarks were developed through numerous community, business, and neighborhood association meetings and Planning Commission workshops in Fall 1993 and public hearings in December 1993 and January 1994. The benchmarks were approved by the Planning Commission on January 14, 1994 and approved by City Council Resolution No. 35276 on May 11, 1994. These measures are program and community specific. They augment the Portland/Multnomah County Progress Board benchmarks.

## CITY COUNCIL ACTIONS

### **ADOPTED BY ORDINANCE NO. 167650, MAY 11, 1994**

- Amendment to Comprehensive Plan Policy 10.1 (Comprehensive Plan Review) clarifying the periodic review process for the Portland Comprehensive Plan goals, policies, and implementing provisions.
- Addition of Portland Comprehensive Plan Policy 10.2 (Comprehensive Plan Map Review) which implements a community and neighborhood planning process for the review and update of the Comprehensive Plan Map. Policy provisions direct the completion of the community and neighborhood planning process city-wide by the end of FY 2004/2005.
- Existing Comprehensive Plan Policies 10.2 (Long Range Planning Framework) to Policy 10.13 (Columbia River) are renumbered 10.3 to 10.14 for consistency with the addition of the new Policy 10.2 (Comprehensive Plan Map Review).
- Title 33, Planning and Zoning, regulations governing the review of Plan Districts is amended. Timing of review for plan districts is linked with community and neighborhood planning processes for the update of the Comprehensive Plan Map.

### **APPROVED BY RESOLUTION NO. 35276, MAY 11, 1994**

- Use of the Community and Neighborhood Planning Program as the primary vehicle for the update of the Portland Comprehensive Plan Map.
- Limit the number of separate policies in Community and Neighborhood Plans considered for adoption by the City Council to those over which the City has control.
- Divide the City of Portland into eight community/neighborhood plan areas as shown on Map 1, Exhibit A, Adopted Community and Neighborhood Planning Program.

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Adopted Community and Neighborhood Planning Program

- Direct the Bureau of Planning to provide technical assistance and support to planning initiatives of neighborhood and business associations and other community-based groups.
- Approve a three year target for each community level planning process.
- Initiate a new community planning process every two years. Complete the first round of the community plans city-wide by FY 2004/2005.
- Use citizen and technical advisory committees in the Community and Neighborhood Planning Program.
- Initiate the Southwest Community Planning Process on July 1, 1994.
- Complete the first round of the Community/Neighborhood Planning Program city-wide by FY 2004/2005. Develop Community Plans in the following order:

1. Central City Plan	Completed 1988
2. Albina Community Plan	Completed 1993
3. Outer Southeast Community Plan	Completion December 1995
4. Southwest Portland	Initiation July 1, 1994
5. Inner Southeast Portland	Initiation July 1, 1996
6. Peninsula Area	Initiation July 1, 1998
7. Northwest Portland	Initiation July 1, 2000
8. Northeast Portland	Initiation July 1, 2002
- Approve Community and Neighborhood Planning objectives and benchmarks, as shown in Exhibit A, Community and Neighborhood Planning Program.

**PORTLAND**

**COMMUNITY**  
**AND**  
**NEIGHBORHOOD**  
**PLANNING**  
**PROGRAM**

## INTRODUCTION

The Portland Bureau of Planning participated in many discussions concerning future community planning activities over the last two years. The City Council, through the budget process for fiscal year 1991-92, authorized the Bureau of Planning to start refining the community planning program and begin the Outer Southeast Community Plan. During Spring 1991 a document describing the community planning approach was distributed to the Planning Commission, City Council and other interested agencies and neighborhood groups. Briefings were given to field staff of the Office of Neighborhood Associations (ONA) and neighborhood coalition boards. In February 1992, the discussion document **Community Planning Program and Process** was sent to all neighborhood and district coalitions, all recognized business associations as well as numerous groups and individuals who requested copies. The report contained three alternative plan boundary options and three levels of scope. Three workshops were held in March, 1992.

The **Proposed Community Planning Program** report was produced in May 1992 and distributed to interested persons as well as Neighborhood and Business Association representatives. A notice of the Planning Commission public hearing was sent to all recognized Neighborhood Association and Business Association representatives as well as those who requested notice of Community Planning activities. Written and oral testimony was received by the Planning Commission on June 9, 1992. On August 11, 1992 the Portland Planning Commission adopted its recommendations in support of the Community and Neighborhood Planning Program. Also approved was the document which detailed the **Outer Southeast Community Plan Process**.

The City Council consideration of the Planning Commission recommendations was postponed pending development of program benchmarks for the systematic measurement of progress towards program objectives and plan outcomes. The public process for the creation of benchmarks began in September, 1993 and continued with Planning Commission action in January, 1994.

**Community and Neighborhood Planning Benchmarks** identify outcomes from this program which will be monitored to allow assessment and feedback on the effectiveness of this planning process. These benchmarks were developed through an intensive outreach effort involving experts in the field of measurement, community leaders, implementation agencies, and neighborhoods

and business associations. Community and neighborhood planning benchmarks augment benchmarks adopted by the State of Oregon and Portland/Multnomah County Progress Board benchmarks.

The Portland City Council adopted the **Community and Neighborhood Planning Program** on May 11, 1994. The Council approved the division of the City into eight planning areas: Central City, Albina Community, Outer Southeast, Southwest, Inner Southeast, Peninsula, Northwest, and Northeast. Each Community Plan and associated neighborhood plans will take an estimated three years to complete. The first round of community plans, city-wide, will be completed in FY 2004/2005 according to the approved schedule.

## **SECTIONS OF THE REPORT**

### **Background to Community Planning**

This section introduces the reader to the concept of community and neighborhood planning. The legal framework and the benefits of this approach to planning are explored. Comparisons are made between the traditional approaches to land use planning and City goals for systematic update of the Portland Comprehensive Plan Map and creation of strategic community development agendas for large areas of the City. The Central City and Albina Community Plans provide the models for Portland's Community and Neighborhood Planning Program. The result is a planning program which is comprehensive in scope, specific in geography, and flexible to meet changing state requirements, policy directives, and community priorities and resources.

### **Planning Area Boundaries**

The size and number of community plans affect the amount of time that it will take to complete the series of community plans city-wide. The City Council directed staff to divide the city into eight planning districts. Community Plan boundaries are generally consistent with Office of Neighborhood Association recognized neighborhood boundaries.



## **Scope of Community Plans**

The primary goal of the community and neighborhood planning program is the update of the Portland Comprehensive Plan Map. This section discusses the scope of a community plan including topics or issues which will be addressed as part of the planning process. FY 1994/95 community and neighborhood plan projects are listed and their location displayed on Map 2.

## **Neighborhood Plans**

Neighborhoods initiate the request for a neighborhood plan. This can be done in the context of an ongoing community plan or as an independent project. Neighborhood plans require a high level of commitment and participation from the neighborhood. Neighborhood Plans are created at the request of the neighborhood. They are a product of teamwork between Portland planners and the community. Plan content reflects neighborhood-specific conditions, opportunities, and resource priorities and capacities.

## **Citizen Involvement**

In this section the City reaffirms its commitment to citizen involvement and participation. The goal is to ensure that all members of the community have an opportunity to be involved in each phase of a planning project. Citizen Advisory Committees (CAC) which are formed for each community and neighborhood plan are the basis for this involvement. Committee members are drawn from all sectors of the community including neighborhood and business associations. This section also describes the use of Technical Advisory Committees (TAC) to ensure coordination of neighborhood planning efforts with public and non-profit groups within the City, community and neighborhood.

## **Sequence of Community Plans**

The initiation of the Southwest Community Plan in July 1994 brings to four the number of plans underway or completed in Portland. Four areas of the City remain: Inner Southeast, Peninsula, Northwest, and Northeast. This section describes the criteria and processes used to determine the order in which they will be initiated. Map 3 displays Portland subarea plans completed in community and neighborhood planning since 1970. Existing and proposed light rail transit corridors are shown on Map 4.

## **Community and Neighborhood Plan Benchmarks**

Benchmarks are standards or criteria which define targeted program outcomes and measure progress towards their achievement. They measure results rather than efforts.

The Oregon Progress Board adopted statewide benchmarks in 1990. These benchmarks measure statewide progress and government performance in achieving defined quality of life objectives for Oregon's people, places, and economy. The Portland/Multnomah County Progress Board, following the pioneering efforts of state government, began a similar process to establish County-wide benchmarks in FY 1992/93.

The Community and Neighborhood Plan Benchmarks, listed in this section, are the first program level quantified benchmarks adopted by the Portland City Council within the context of the State and City/Council benchmarks. Each program benchmark links directly to adopted community and neighborhood planning objectives and targeted outcomes. These standards address community and neighborhood planning public participation and outreach, plan implementation, community and neighborhood livability and regulatory streamlining.

# **BACKGROUND TO COMMUNITY PLANNING**

## **Why use the Community Planning Approach?**

The Central City Plan and Albina Community Plan have shown that community planning can address policy concerns on a comprehensive basis. A feature of this approach is the emphasis on the creation of detailed implementation agendas. Both plans relied upon extensive citizen participation and the assistance from advisors with an expertise or strong interest in the topics at hand. The community planning approach is a proven tool for coordinating multi-agency response to community goals and problems.

The framework of the Central City Plan became the model for the Albina Community Plan. Experience gained in developing the Albina Community Plan helped further refine the framework of future community plans.

## **Central City Plan**

Portland's first community plan, the 1988 Central City Plan, is receiving national recognition as a state-of-the-art comprehensive plan. In 1990 the Central City Plan's success was recognized by the American Planning Association by receiving their 1990 Outstanding Achievement Award for Comprehensive Planning Implementation. Portland's Central City Plan represents an integration of policies, programs, projects and regulations that work together to accomplish the Plan's goals. Its success rests primarily in the integration of land use, economic development, urban renewal, transportation, housing, public safety and urban design agendas with private sector development plans. It relies on established tools such as zoning, urban renewal, business community participation and community philanthropy to achieve its objectives.

## **Albina Community Plan (ACP)**

Portland's second community plan, the Albina Community Plan, is the most ambitious plan undertaken to date. This effort aimed at building on and reproducing the success of the Central City Plan in the areas of land use,

economic development, transportation, housing and urban design. The ACP also aimed at affecting positive change in the areas of education, employment and family services. To achieve these successes many independent agencies cooperated in the development, adoption and implementation of the Plan. Action by Portland Public Schools, Portland Community College, Multnomah County, Tri-Met, Metro, and others occurred immediately following City adoption.

A City Council objective of this planning effort was to allow each neighborhood within the study area to develop a detailed neighborhood plan. These neighborhood plans are a part of the community plan. Neighborhood plans were developed for Irvington, Sabin, Kenton, Woodlawn, Eliot, King, Boise, Arbor Lodge, Humboldt, Concordia and Piedmont neighborhoods.

The ACP was adopted in July, 1993. This plan together with 11 associated neighborhood plans became part of Portland's Comprehensive Plan. This plan has also been formally approved by Multnomah County, Portland Public Schools and Portland Community College, Metro, and Tri-Met. Other independent service providers have shown approval of these plans through their public commitment to implement selected actions. In 1994, the Albina Community Plan received a special merit award from the Oregon Chapter of the American Planning Association.

### **Outer Southeast Community Plan Program**

The outer southeast area was chosen as the site of the third community plan because of the distinctive needs of the area as well as its potential for growth and development. Similar to north and northeast Portland, outer-southeast has some significant needs for commercial revitalization. Also, it is experiencing problems associated to aging and deteriorating housing stock. Other issues relevant to this area are historic preservation, residential development on large tracts east of I-205, transportation and public service demands and the need to plan for recently annexed areas.

Additionally, there are other planning issues presently being addressed through other projects. Coordination ensures that future improvements are consistent with the updated comprehensive plan for the area. Projects presently underway are: (1) plan for water quality and environmental improvements along Johnson Creek, (2) high capacity transit along I-205, and (3) Programs and planning supported by Bureau of Housing and Community Development (BHCD) funds.

Neighborhoods wishing to develop a neighborhood plan as part of the community planning process will be required to enter into a specific contract. This contract with the Bureau of Planning establishes the expectations and sets out the level of participation of the neighborhood. These contracts describe expectations, roles and responsibilities of the city and the neighborhood. Their purpose is to define the end products as well as insure that participants get results from their investment into the planning effort. Participating neighborhoods will be asked to sponsor workshops and to participate heavily in the development of their plan.

Ten neighborhoods plans are being completed as part of the Outer Southeast Community Plan project: Foster-Powell, Lents, Powellhurst-Gilbert, Montavilla, Mt. Scott-Arleta, Hazelwood, Pleasant Valley, Mill Park, South Tabor, and Centennial. The first five of these plans are in BHCD eligible areas. The Brentwood/Darlington Neighborhood Plan was adopted by the Portland City Council in 1992. Most of these neighborhoods have had portions of their area annexed to the City since 1985.

### **State Requirements**

The development of an implementation agenda tied to policies offers a means to both updating Portland's Comprehensive Plan Map and addressing current issues from crime prevention to regional growth. Increasingly, Portland must address not only the neighborhood level planning issues but also new state planning requirements and regional issues. Recent city-wide efforts have focused on such issues as wetlands, wildlife habitat and historic preservation, in order to comply with State Goal 5 requirements. The City faces other challenges such as the new State Transportation Rule and the actions called for by Portland Future Focus and Metro 2040. The city-wide implications of growth and growth boundaries will be addressed as part of the Bureau of Planning's "Livable City" project. The Community and Neighborhood Planning Program is the tool for applying land use and zoning map changes to implement the Livable City effort.

### **Why Not Use Traditional Neighborhood Planning Approach?**

Community plans offer the means for developing strategic community development agendas for large areas of the City. Community plans are more cost effective than independent neighborhood planning processes and are more

balanced than single topic planning projects. Unlike traditional neighborhood planning efforts, community plans give the community an opportunity to reconsider land use patterns and resolve broad issues. A key example of this is the multi-neighborhood approach necessary to develop a revitalization strategy for Martin Luther King Jr. Boulevard. Another example is the issue of reasonable allocation of new housing development opportunities. Strategies related to housing need to be considered in tandem with broad geographical issues such as the location and improvement of major transportation facilities, storm water disposal systems and the distribution of other public safety facilities.

## **PLANNING AREA BOUNDARIES**

The structure of community plans, that is the size and number of community plans, will affect the amount of time it takes to ultimately update the Comprehensive Plan. The discussion document, which was used in the public workshops, contained three alternative boundaries. These alternatives varied in terms of the number of districts city-wide and consequently the number of years it would take to complete the community planning process citywide.

Alternate B which divided the City into eight districts was ultimately approved. It is generally drawn along neighborhood boundaries. The boundaries are shaped around existing and proposed regional transit corridors. District boundaries were developed to provide at least one-half mile on each side of proposed light rail alignments.

### **Citizen Comments and Preferences**

The public comments received in community workshops and meetings were diverse in the preferences given for the number and appropriate boundaries of the community plan areas. However, there were some shared opinions.

Most participants thought it was important to maintain neighborhood boundaries and that district coalition boundaries should be retained. Another view was that major streets and transportation corridors, which create barriers between areas, should be the primary tool for dividing areas. Most believed it would be problematic to combine areas on opposite sides of the river. As to the appropriate size of the plan areas, there was no consensus. Some believed the districts should be smaller while some thought the larger areas would expedite the completion of the community planning program.

Community and neighborhood planning process participants agreed that this is the approach which will best meet their goals for a comprehensive examination of their area and the development of implementable plans based on coordinated strategies shared by public and private sectors and community members. Participants also weighed the limited availability of public resources and the implications for the startup of new community plans given the scope of their plans and the size of their geographic areas.

**City Council Direction:**

The community plan boundaries shown on Map 1. Some of the boundary lines, such as the western boundary for the Outer Southeast Community Plan, have been modified so that the neighborhood boundaries are retained. The only area where neighborhood boundaries are split is in the Central City Plan area. Even though the community plan areas are relatively large, they are workable. This format will allow completion of the community planning program for the entire City within 10 years if all are completed on schedule.



# ADOPTED COMMUNITY PLAN BOUNDARY MAP

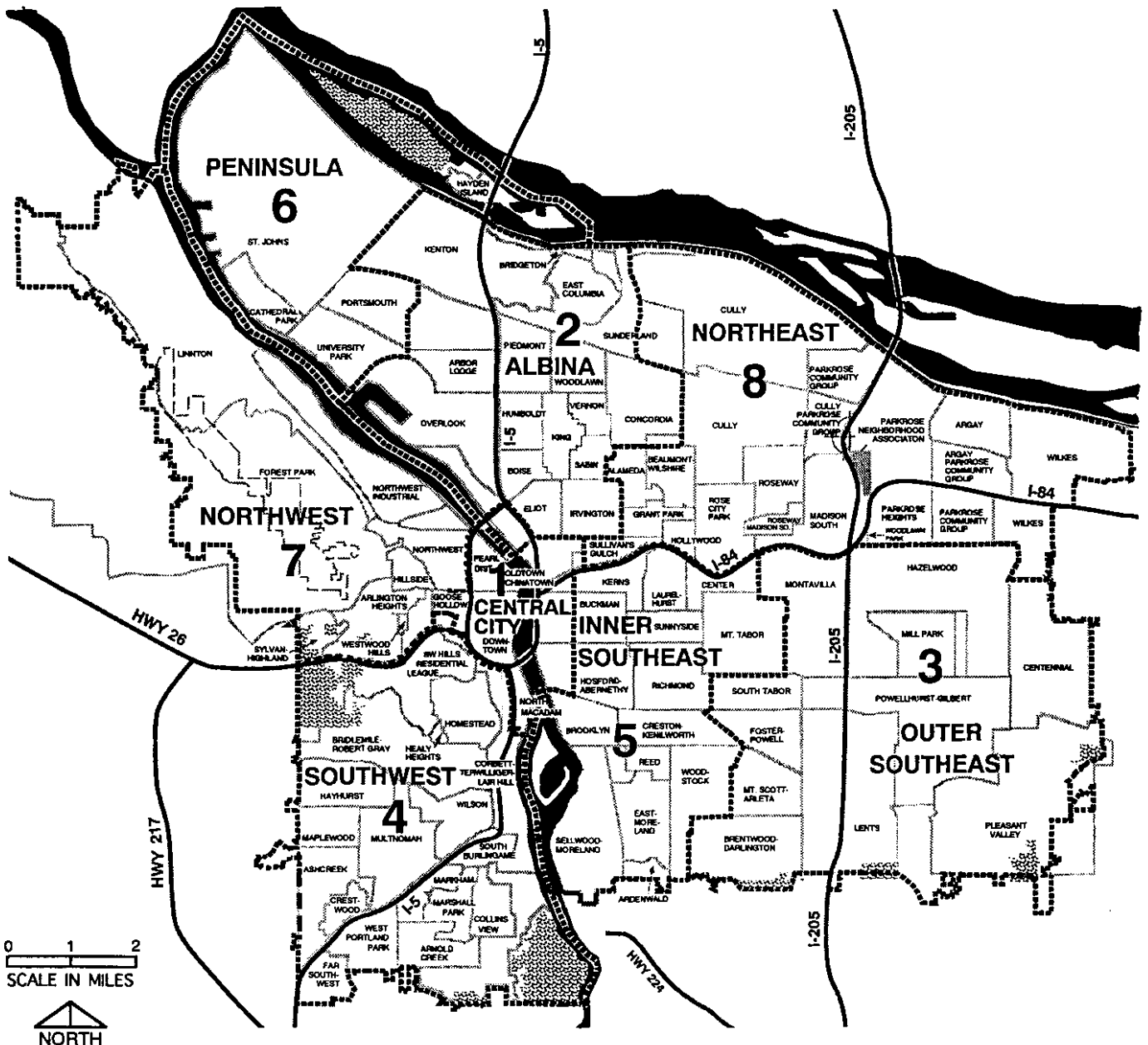


## Community Planning Areas:

1. Central City Plan
2. Albina Community Plan
3. Outer Southeast Community Plan
4. Southwest Community Plan
5. Inner Southeast Plan
6. Peninsula Community Plan
7. Northwest Community Plan
8. Northeast Community Plan

## Legend:

- Community Plan Area Boundary (to Urban Services Boundary)
- Neighborhood Association Boundary
- Area within Portland Urban Services Boundary but outside current Portland city limits
- Urban Growth Boundary within Forest Park Neighborhood Association



0 1 2  
SCALE IN MILES



# SCOPE OF COMMUNITY PLANS

## **Policies and Implementation**

The scope of future community plans, as well as the size of the geographic area, will largely determine how much time is required for each plan to be completed. The scope of the Albina Community Plan is broader than that of the Central City Plan. In turn, the Central City Plan was broader in scope than the 1980 Comprehensive Plan. Both the Central City and Albina plans go well beyond the scope of traditional land use planning.

The Central City Plan contains policies and implementation actions in areas such as Culture, Education, Historic Preservation, Urban Design, Social Services, Public Safety and Recreation. These topics, which affect the function and livability of the city, were not identified as separate policies in the Comprehensive Plan. The Albina Community Plan covers similar topics with different policy headings: Business Growth and Development, Jobs and Employment, Family Services and Community Image and Character, for example.

The level of City participation and control varies significantly. There are many ways a City can affect economic development, housing, open space and transportation through land use and other service planning decisions. However, the City can only advise autonomous agencies such as the School District or Multnomah County Division of Human Services. Consequently, interagency participation and coordination become the critical factors when working with policies and programs involving non-City, non-profit, private, and community-based organizations.

## **Comprehensive Plan Update to Address Current Issues**

The primary goal of the community planning program is to update the Comprehensive Plan Map. This update is the core of the community planning program. Since the Comprehensive Plan's adoption over 14 years ago, a number of land use plan map issues have emerged, requiring additional planning attention. Some of these have been further crystallized through such recent efforts as Portland Future Focus. Topics or issues that should be considered in the community planning process include:

- **Historic resources:** Consider historic districts proposed in NWDA, Laurelhurst and other areas; update and refine the historic resource inventory and designate for protection when appropriate.
- **Update plan districts:** There are presently 15 plan districts with the city. The zoning code requires that each be viewed for timeliness. The Community Planning provides a logical opportunity for reviewing the existing plan districts and determining if they need to be modified. Staff can determine if the plan districts need to be removed, if some of the regulations are obsolete, or if they have fulfilled their intended purpose.
- **Update the City's land use inventories:** The inventory is of critical importance in land use and transportation planning. It is also very useful for the identification of vacant and redevelopable land.
- **Public facilities assessment:** With completion of the City's Capital Facilities Plan it should be possible to better foster growth using the growth strategies included in the Comprehensive Plan. When it was adopted the Comprehensive Plan contained many provisions for allowing growth. Most of these were and are subject to review for adequacy of public services before development at the higher densities envisioned is allowed. Upzoning where services are now known to be adequate will support expected development and reduce the need for unnecessary zone change requests.
- **Coordinate with Neighborhood Traffic Management Programs** to deliver traffic management services concurrently with community planning.
- **Goal 5 Compliance:** Complete the required work in the current periodic review for historic protection and archeological identification and protection of significant areas where applicable.
- Implement the fair housing and social site objectives as well as the work of the **County-Wide Affordable Housing Strategy (CHAS)** committee and the **Portland, Gresham, Multnomah County Consolidated Plan 1995-99.**

- **Reconfiguration of the depth and location of commercial and other mixed use development areas.** Portland's business areas are, for the most part, composed of narrow nodes and strips with limited depth located on relatively small blocks. The emergence of automobile-dominated retailing and larger scale business investments has placed Portland's established business areas at a competitive disadvantage with suburban areas that offer multi-acre sites with depths of two hundred feet or more.

Objectives of this reconfiguration will be to create the opportunity for more competitively sized sites for business and mixed use development in Portland; to focus development into clear discreet nodes and centers that can foster the creation of a "critical mass" of business activity; to increase opportunities for people to work near their home; to focus new development at locations that are well served by public transit; to improve both the level and variety of services and goods offered to area residents; and to improve the compatibility of business areas with nearby residential areas. A challenge will be to find a balance between the present commercial market demands while at the same time reducing automobile dependence.

- **Balance Housing Opportunity.** Presently Portland's Comprehensive Plan Map just complies with minimum state standards in the amount of housing development that is permitted. Each proposal to change the zoning from residential to business creates a requirement that an offsetting opportunity for housing production be created. Each community plan will re-allocate housing opportunity to create offsets for depth of zoning actions at business centers and corridors. Other increases can create a level of housing potential that is above the minimum standard set by the State.

Housing opportunities will be examined near business and retail centers with the objectives of both creating improved local markets for a full range of goods and services in a business center and reducing the travel distances necessary to obtain goods and services for new and existing households. Areas now designated for redevelopment that are fully developed and stable will be considered for down zoning to maintain the stable land use pattern. Additionally, each community plan will seek to reinforce public transit facilities by considering increasing housing and retail opportunities near transit.

Land use patterns will also be examined to improve opportunities for **affordable housing** and to provide for the growth strategy called for in Portland Future Focus. The community plans will create opportunities to pursue the objective of affordable housing and detailed implementation of the county-wide **Comprehensive Housing Affordability Strategy (CHAS)** and its successor, **the Portland, Gresham, Multnomah County Consolidated Plan 1995-99**. In addition, the Livable City project will continue to identify options and design approaches for developing compatible/transit supportive growth.

- **Reduce reliance on the automobile.** The State Land Conservation and Development Commission has adopted a new administrative rule governing transportation. This rule is intended foster the development of land use patterns and transportation improvements that will reduce the number of vehicle miles traveled per person, reduce reliance on the automobile, and support the growth of developments that are less dependent on the automobile. Community Planning will address these requirements.
- **Open Space System Planning.** Portland and the region have begun a process of identifying a system of green spaces that will form an interconnected system. Portland Future Focus calls for the creation of a linked system of greenways and green spaces. The system is to include parks, landscape features, natural areas, wildlife refuges, rivers and streams, and a regional trail system. In Portland it will need to link together plans for environmentally sensitive areas, the Willamette River Greenway, scenic corridors, the City's parks system, recreational trails, public and private open spaces, the concept of the urban forest as implemented through the City's street tree program and designations for boulevards, pedestrian and bicycle ways in the Arterial Streets Classification Policy.
- **Institutional Campus Designation.** The Albina Community Plan proposed the creation of an Institutional Campus land use designation and corresponding zone. The legislative application of this designation and zone to other large institutions might be a reasonable part of the strategy for economic development, reduction in travel trip miles and delivery of services in each community plan area.

- **Community Policing Program.** Coordinate efforts with the community policing program and identify means of furthering goals for improved public safety and overall enhanced livability.

## **Coordination with the Livable City Project**

The Livable City project was started in response to the charge from Portland Future Focus to do Portland's part of establishing a more efficient and livable metropolitan growth pattern than that indicated by current trends. Specifically, the Future Focus calls on the City to accommodate 20% of the anticipated region's growth which is expected to be 500,000 new residents in the next 20 years. Furthermore, the additional 100,000 new residents should be housed without "destroying" the City's existing neighborhoods.

Commissioner Gretchen Kafoury asks the Livable City staff to do more than that. First, this project should strive to enhance the City as a place to live and work rather than simply avoid destruction. Second a major product of this effort should be not only new growth, but enhancing the public's understanding of it. A goal of the project is to gather support, through education and dialogue, for the premise that compact development will create a better community at both the neighborhood and regional level.

The public communication process focuses on growth and its impacts, an important product in itself. In addition, several policy objectives are to be carried out through the project:

- Discuss growth target issues for the city: Share the goal of accommodating 20% of the region's growth, and discuss alternatives and their consequences. We will also identify barriers to achieving compact development and seek ways to overcome it.
- Recommend a land use pattern for future growth that will reduce reliance on the automobile and support transit and pedestrians, as required by the Goal 12 Transportation Planning Rule.
- Make first-round code amendments to comply with the Transportation Planning Rule.

- Identify measures for the protection and enhancement of neighborhoods and deal with aspects of livability in addition to land use.
- Address the issue of commercial zoning depth as identified by the "Retail Task Force". Identify means of achieving market competitive retail development, while still achieving transit, pedestrian and livability objectives.

### **Other Legislative Planning Needs**

During the next ten years of Community Planning, there continue to be the need for separate planning studies of limited scope. These plans will be undertaken for areas which need prompt attention and cannot be delayed until the initiation of the appropriate community plan. The City Council has budgeted two full time planners to address topics raised in this context and initiated by locally based neighborhood, business, and community organizations.

### **Status of Existing Plans**

A frequently asked question raised at the workshops and public meetings was: How will community planning affect relatively new existing plans? Will they be scrapped or amended? Areas such as the Columbia Corridor and the Cully, Brentwood Darlington and Brooklyn neighborhoods, as well as the northwest and southwest hills natural resource areas, are guided by recently adopted plans. The public response to significantly amending these plans would likely be negative. The Planning Bureau recognizes the time, cost and the countless hours of citizen volunteered assistance put into developing these recent plans. The bureau's position is that there must be strong reasons to amend them. Reasons for modifying these plans would be: (1) changes in circumstances where the plan did not address a new issue or problem, (2) a change in State-wide planning requirements such as the new Transportation Rule, or (3) a change in the community-wide goals that conflicts with the content of the previous plan. In this situation, significant public discussion would be needed before changes to recent legislative decisions would be supported.

The Albina Community Plan provides a good model in how a community plan will leave intact recent planning efforts. Within the area affected by the Columbia Corridor Industrial and Environmental Remapping Plan, there are

only two areas where proposals for change were considered. They are a group of sites located along Marine Drive east of the I-5 freeway with General Commercial zoning and the stockyard site, located between West Delta Park and Marine Drive. Only sites with industrial zoning were included in the previous plan. Consequently, consideration of this area augmented rather than reconsidered the Columbia Corridor Study. As for the stockyard site, the City Council directed the Planning Bureau to evaluate the appropriate zoning pattern of this site, given its location near the Multnomah County Exposition Center.

MAP 2 displays the FY 1994/95 Community and Neighborhood Planning project areas. Two Community Plans (Outer Southeast and Southwest) and associated Neighborhood Plans are underway. In addition, 16 other projects outside of ongoing community planning areas are also in progress: 9 neighborhood plans and 7 subarea projects.

**FY 1994/95 COMMUNITY AND NEIGHBORHOOD PLANNING PROJECTS**

**A. Community Plans**

**1. Outer Southeast Community Plan**

<b>Neighborhood Plans:</b>	Foster-Powell*	Lents*
	Powellhurst-Gilbert*	Montavilla*
	Mt. Scott-Arleta*	Hazelwood
	Pleasant Valley	Mill Park
	South Tabor	Centennial

(Addendum Brentwood/Darlington which was adopted 1992)

\*HCD Eligible Neighborhoods

**2. Southwest Community Plan**

Neighborhood Plans are in the planning stage of development.

**B. Neighborhood Plans (outside Community Planning Areas)**

1. Downtown Community Association
2. Forest Park
3. Goose Hollow
4. Linnton
5. Northwest (NWDA) Update



**B. Neighborhood Plans (con't)**

6. Pearl District
7. Richmond
8. Sellwood/Moreland
9. Woodstock

**C. Planning Projects**

1. East Portland/Grand Avenue Historic District Design Guidelines
2. Belmont Avenue Livability and Zoning Study
3. NWDA Historic District
4. Portland State University District Plan
5. Hillsdale Project
6. River District Plan
7. Alberta Corridor Plan District

Even with the degree of current resources allocated to the Outer Southeast and Southwest Community Plans and the technical assistance provided by the two new neighborhood planning positions, there continues to be a great demand for planning services by community-based associations and organizations.

**City Council Direction:**

The primary goal of the Community and Neighborhood Planning Program is to update the Comprehensive Plan Map. Each community plan will address a full range of Comprehensive Plan goals such as land use, economic development, housing, open space, transportation, public safety, and urban design.

The community planning process will also address the following topics and issues:

- Evaluation of Portland's business corridors and existing zoning;
- Maintenance of housing potential consistent with State and City housing targets;
- Update of existing Plan Districts;

- Implementation of the State's Transportation Planning Rule as related to the City's zoning map;
- Application of the Institutional Residential Comprehensive Plan Map designation and zone to large scale medical and educational institutional uses;
- Upzoning in conformance with the Comprehensive Plan where public and community services are available;
- Update of State Goal 5 inventories including historic resource protection; and
- Implementation of fair housing and social service siting objectives and County-Wide Housing Affordability Strategy (CHAS) goals and its successor, the Portland, Gresham, Multnomah County Consolidated Plan 1995-1999.

COMMUNITY PLANNING PROGRAM  
**FY 1994/95 COMMUNITY &  
 NEIGHBORHOOD PLANNING PROJECTS**



**Outer Southeast Neighborhoods:**

- Centennial
- Foster/Powell
- Hazelwood
- Lents
- Mill Park
- Montevilla
- Mt. Scott/Arleta
- Pleasant alley
- Powellhurst/Gilbert
- South Tabor
- Brentwood/Darlington

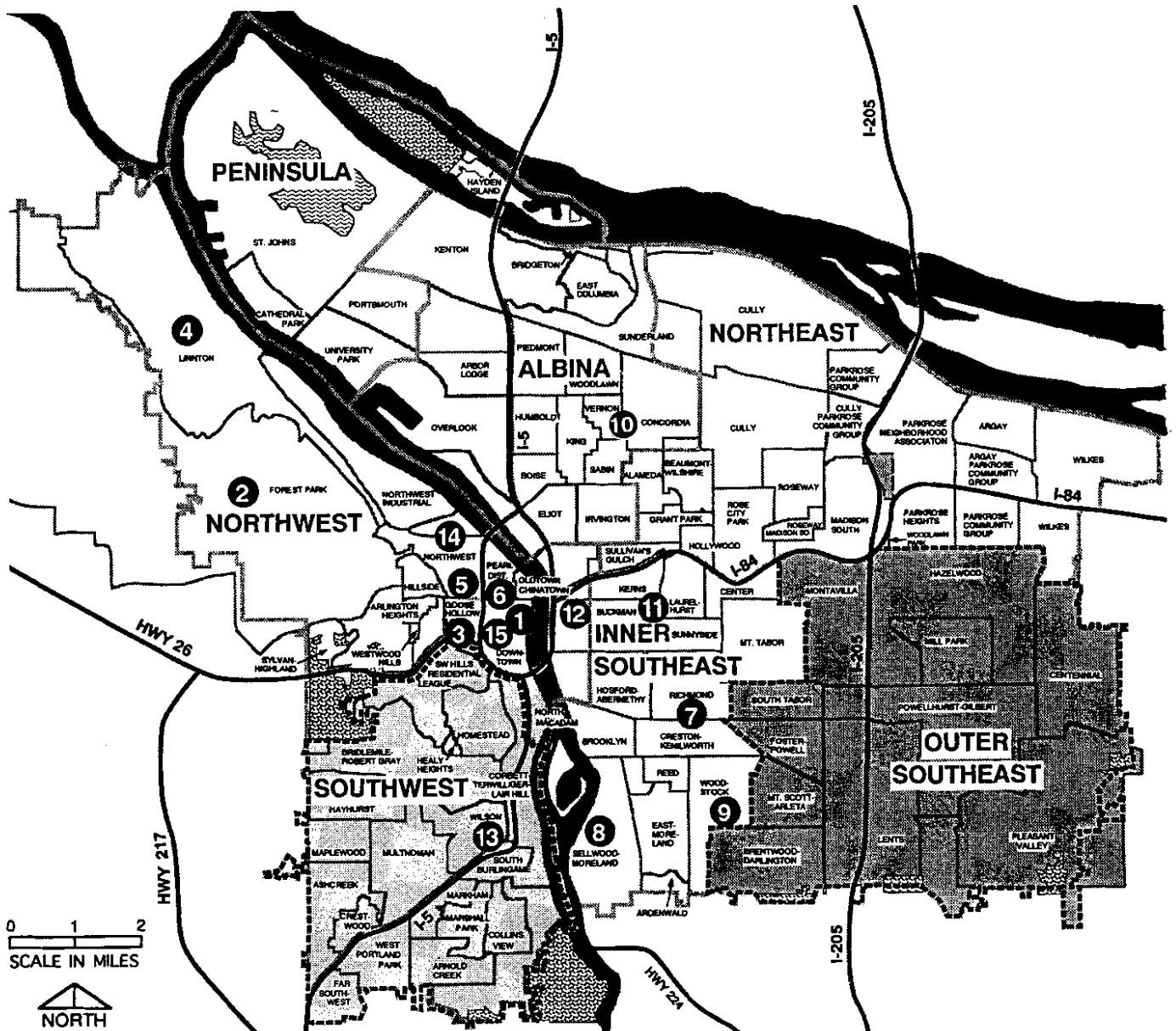


**Neighborhood Plans & Projects:**

1. Downtown Community Association
2. Forest Park
3. Goose Hollow
4. Linnton
5. Northwest (DWDA) Update
6. Pearl District
7. Richmond
8. Sellwood/Moreland
9. Woodstock
10. Alberta Corridor Plan District
11. Belmont Livability & Zoning Study
12. East Portland/Grand Ave. Historic District
13. Hillsdale
14. NWDA Historic District
15. Portland State University District
16. River District



**Southwest Community Plan**



## NEIGHBORHOOD PLANS

The Albina Community Planning effort produced a community plan and 11 neighborhood plans. The Outer Southeast Community Plan will produce 10 new neighborhood plans as well as integrate the already adopted Brentwood/Darlington 1992 Plan into the Community Plan. Like community plans, each neighborhood plan generally contains a vision statement, neighborhood plan goal, comprehensive plan policies and objectives and implementation action charts. In addition, some neighborhood plans make recommendations on land use mapping changes and historic district designations. In the Albina Community Plan process, the level of participation and commitment to the neighborhood plans varied widely between neighborhoods. Even for the neighborhoods with a high level of citizen participation, the plans required extensive staff assistance. The level of staff assistance necessary was greater for plans with fewer participants.

With public support and participation, neighborhood plans empower citizens. They give a sense of ownership of the community and create incentives for continued participation in neighborhood organizations. On the other hand, a plan focused at the neighborhood level can restrict the broader vision needed in community planning. Neighborhood boundaries often create frustration to neighborhoods who wish to address problem or opportunity areas, but cannot do so because they are not contained within neighborhood boundaries.

Neighborhood plans are neighborhood-specific in their focus. When completed in conjunction with a community plan, they tend to add additional time and expense but generally they reflect and augment the community plan's content. They also give a sense of ownership to the community and create incentives for continued participation in neighborhood organizations.

Neighborhood plans have recently been funded in part by the Bureau of Housing and Community Development. The neighborhood plans are important tools for identifying needs, setting priorities, and allocating Community Block grant funds to eligible areas of the city.

Neighborhood Plans completed for areas outside an ongoing community planning process help residents identify and prioritize implementation actions and provide a forum for allocating and monitoring the spending of public and

private resources. The neighborhood's sense of plan ownership is created during the planning process. The desired result is a plan which will be used because it reflects and responds to neighborhood conditions, issues, opportunities, and resource priorities and capacities.

**City Council Direction:**

Continue to support the development of neighborhood plans as part of the community planning process. Continue to provide technical assistance and support for neighborhood and business area planning initiatives. Create contracts with sponsoring community and neighborhood based groups to clarify expectations and specify partnership roles and responsibilities.

## CITIZEN INVOLVEMENT

Citizen involvement is paramount to the success of community and neighborhood planning. Apart from structuring a plan which reflects a greater community consensus, citizen participation ensures there will be long-term dedication to implementation of the plans. Recently the Planning Bureau has been using different forums for citizen participation. Below are descriptions of a few of these recent approaches.

### **Citizen Advisory Committees**

The Central City Plan conducted major outreach efforts. Some 10,000 citizens sent letters, completed surveys or participated in numerous workshops. However, the most effective method for broad-based knowledgeable input was from the eight citizen advisory committees, called the Functional Advisory Committees. These groups were made up of 10-15 individuals with expertise or strong interest in the function areas of: Economic Development; Cultural, Entertainment and Education; Recreation and Natural Environment; Riverfront; Urban Design and Historic Preservation; Transportation and Parking; Housing; and Public Safety and Social Services. This approach is unique in that committees were not formed on the basis of geographic representation. The results of their work reflected a broader view of the Central City.

### **Neighborhood Groups**

The Albina Community Plan conducted numerous workshops and participated in many meetings. Some were specifically tailored to groups such as business associations, youth, and the challenged. The primary source for on-going citizen participation came from the neighborhood groups involved in the 11 neighborhood plans. Economic development interests were also represented through numerous meetings and work sessions with the North/Northeast Economic Development Alliance.

### **Contract Planning**

In recent neighborhood plans, the citizen participation role was clearly defined. (This was not used in the Albina Community Plan effort). Agreements are established with neighborhoods which have clear expectations concerning the roles, responsibilities, and levels of influence of major participants including the Bureau of Planning. Some tasks such as data collection and workshop

preparation are shared by the Bureau Planning staff and neighborhood groups. Others are taken on by either the Bureau or community based groups. The result has been a stronger effort to build consensus by all groups and it has created empowered advocates for neighborhood plans.

### **Technical Advisory Committees**

Coordination and partnership are the keys to effective implementation of the community and neighborhood plans. Partnerships allow groups sharing similar goals and priorities to share resources to solve problems and take advantage of opportunities which each organization individually would find possible.

This is what plan action charts do. They focus attention and resources of private, non-profit, and community organizations and public agencies on critical community issues and opportunities. Each action chart item is a commitment by one or more willing implementors to carry out a specific action or set of actions within a specified time frame.

The Plan Technical Advisory Committees (TAC) provide the framework for public agency coordination with each other and with non-profit, private, and community-based plan implementors. The result is the use of limited public resources to leverage community resources and stimulate private investment. The result is the timely implementation of a comprehensive coordinated set of strategies responsive to community priorities.

### **City Council Direction:**

Citizen advisory committees (CAC) will be formed for each plan, whether community or neighborhood level. Committee members should be drawn from all sectors of the community including the neighborhood and business associations. The Bureau of Planning will enlist assistance from the Office of Neighborhood Associations District Coalitions for public outreach efforts. Agreements between neighborhood groups and the Bureau of Planning will establish an understanding of responsibilities, products, and timelines.

A technical advisory committee (TAC) will also be formed to ensure coordination of planning efforts by public and non-profit groups within the City and community or neighborhood. The goals for this process are: a comprehensive assessment of the area under study, the creation of realistic plan goals and objectives, and use of a coordinated implementation strategy.

## SEQUENCE OF COMMUNITY PLANS

In determining the priority or sequence of plans, several criteria were considered. Staff identified all major planning projects or studies conducted within the community planning framework since 1970. These planning efforts are displayed on Map 3. Community and neighborhood planning projects for FY 1994/95 are displayed on Map 2.

Equally relevant is the scope of the plan or study. A plan of limited scope, such as an environmental resource plan, would not be measured the same as a neighborhood plan which comprehensively addresses the livability and viability of an area.

Another variable taken into consideration was if the neighborhood or neighborhood district office has requested planning assistance. In this regard, demand for planning services far exceeds the supply of planning resources available. A community or neighborhood plan is, however, highly dependent for its successful implementation upon long term commitments made by locally based associations, organizations, and neighborhood businesses, institutions, and members.

The rate of change an area is experiencing is also an important criterion in determining community plan sequencing. In the public workshops, numerous people requested that those sections of the city experiencing the most growth get immediate attention. There was concern that if measures weren't taken soon, resources and special qualities of an area would be irretrievably lost. Some 1990 census data has become available so that comparisons and trends can be established. Changes in population and types of housing units as well as characteristics of households were examined. These factors identify areas that are experiencing growth pressures and other areas that are experiencing some decline. The Albina Community Plan and the Outer-Southeast plans were selected to address some negative trends such as commercial decline, aging housing stock and a reduction in area home ownership.

Projected light rail transit system development was considered. In order to provide necessary land use information and to coordinate supportive land use



development, the timing of light rail affects community plans. Finally, funding assistance for each community plan was considered in creating the schedule of the community plans.

## Recent Bureau of Planning Studies

The City of Portland is constantly updating its Comprehensive Plan in response to changing conditions, legislation, and critical planning issues and community priorities. This is done on a city-wide and subarea basis.

Below is a list of the subareas in the City which the Planning Bureau has studied and affected through policy and land use changes from 1970 to 1994 as part of Portland's community planning program. These 35 plans are adopted as part of the Portland Comprehensive Plan. Most of these were adopted after 1985, so are relatively current.

### Community Planning Program Subarea Plans Adopted Since 1970

<u>Subarea</u>	<u>Year Adopted</u>
1. Downtown Plan	1972
2. Northwest District Policy Plan	1977
3. Marquam Hill Policy Plan	1977
4. Corbett/Terwilliger/Lair Hill Policy Plan	1977
5. Buckman Rezoning Study and Policy	1977
6. Willamette Greenway Plan (Update in 1986)	1978
7. 82nd Avenue Plan	1979
8. Powell Boulevard Phase II	1981
9. Terwilliger Parkway Plan	1983
10. Macadam Corridor Study	1984
11. Transit Station Area Planning Program (TSAPP)	1984
12. Northwest Hills Study	1985
13. N.W. Triangle Plan	1985
14. Hosford-Abernathy Neighborhood Plan	1987
15. Kerns Neighborhood Plan	1987
16. Sullivan's Gulch Neighborhood Plan	1987
17. Reformatted Multnomah Co. Community Plans	1984-1987
for annexed areas:	
Cully/Parkrose	Hazelwood Centennial
Powellhurst	Wilkes/Rockwood

**Community Planning Program**  
**Subarea Plans Adopted Since 1970**  
(con't)

18.	Central City Plan	1988
19.	Columbia Corridor Industrial & Environ. Zoning	1989
20.	Balch Creek	1990
21.	East Columbia Neighborhood NRMP*	1990
22.	Smith and Bybee Lakes NRMP	1990
23.	Brooklyn Neighborhood Plan	1991
24.	Johnson Creek Basin Protection Plan	1991
25.	Northwest Hills Natural Areas Protection Plan	1991
26.	Buckman Neighborhood Plan	1991
27.	Brentwood Darlington Neighborhood Plan	1992
28.	Cully Neighborhood Plan	1992
29.	Southwest Hills Natural Features Protection Plan	1992
30.	Albina Community Plan: Neighborhood Plans	1993
	Arbor Lodge          Boise          Concordia	
	Eliot                  Humboldt      Irvington	
	Kenton                King          Piedmont	
	Sabin                 Woodlawn	
31.	Columbia South Shore Development Standards	1993
32.	Columbia South Shore NRMP*	1993
33.	East Buttes and Terraces Conservation Plan	1993
34.	Healy Heights Plan District Update	1993
35.	Fanno Creek Conservation Plan	1994

\*NRMP-Natural Resources Management Plan

The Bureau of Planning has also recently completed some major planning projects which have a City-wide application. They are the Scenic Resources Plan which identifies and protects scenic resources; the Zoning Code Rewrite project which updated the City's zoning code, and the Commercial/Industrial Remapping project which updated the commercial and industrial zones and applied the zones.

Neighborhood planning and efforts to conform to the requirements of Goal 5 have been a primary focus for the Planning Bureau lately. Goal 5 requires the identification and protection of significant historic, natural and scenic resources.

In response to this requirement, the Scenic Resource Project, Columbia Corridor Industrial and Environmental Zoning Project, Northwest Hills Natural Areas Protection Plan, and the Johnson Creek Protection Plan have been completed.

Unlike these projects with single or limited objectives, neighborhood plans are most similar to the community planning format because they are comprehensive. Given this, there should be less urgency for community planning in areas with fairly new neighborhood plans. The majority of the recently completed neighborhood and subarea plans are located on the eastside of the Willamette River.

## **Metro Trends**

The Portland/Vancouver metropolitan region population, which includes Multnomah, Clackamas and Washington Counties in Oregon and Clark County in Washington, is projected to increase by 500,000 or more to a total of over 1.7 million people by the year 2010, according to Metro.

Multnomah County is projected to increase by at least 66,000 residents. Within Multnomah County the largest percentage of growth will occur on the west side; the population is expected to decline in the inner-east side area, from the river to I-205. Clackamas County will increase by 115,000 and Washington County will increase by 160,000. The number of households is expected to grow by 17% while the projected household size is expected to decline from 2.36 (1980) to 2.24 in 1995 and 2.14 in 2010.

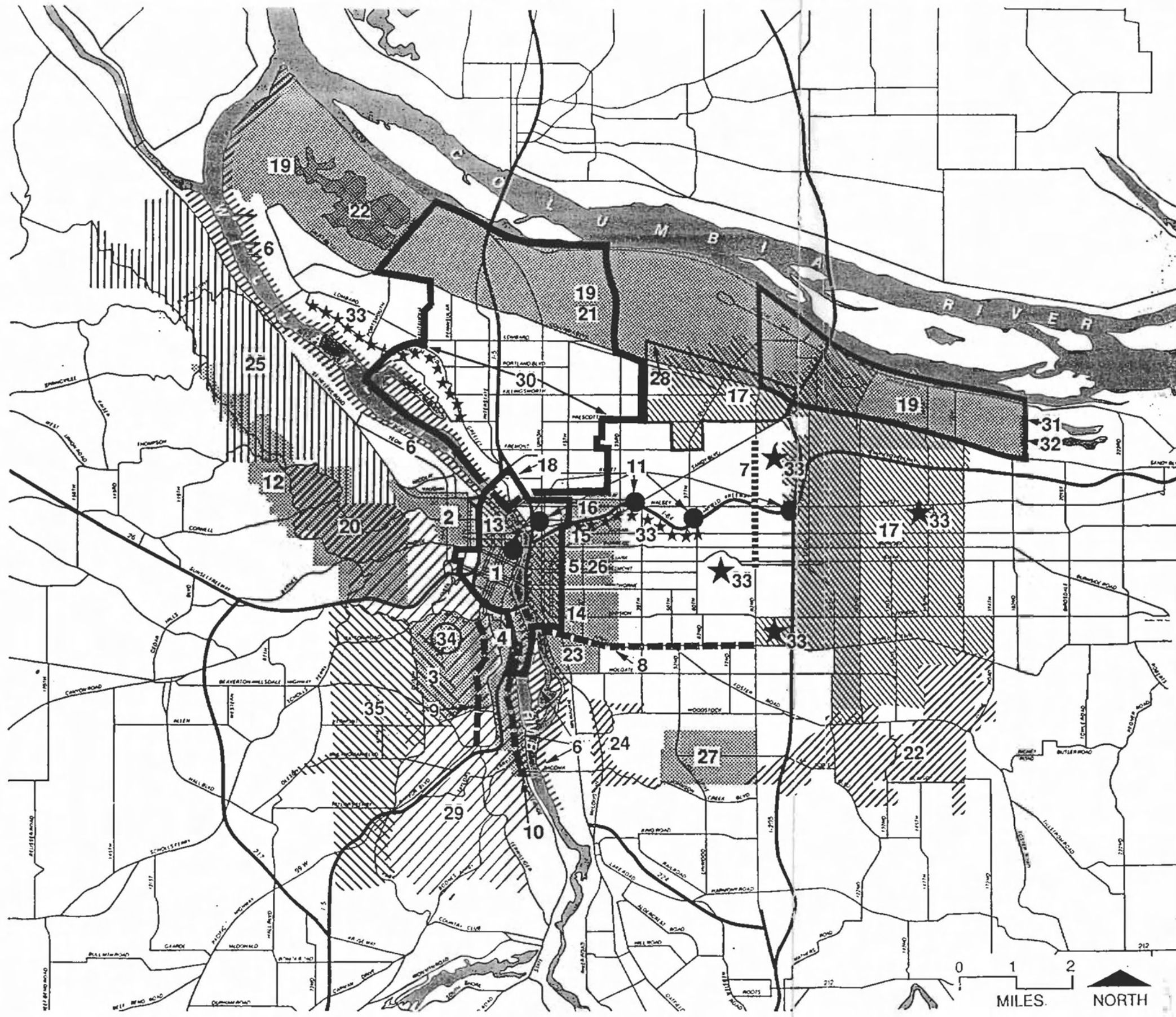
The significant growth occurring in abutting communities such as Washington County and Clackamas County will also impact Portland neighborhoods. The Outer Southeast Community Plan will consider impacts created by development and intensification in Clackamas County. These impacts include increased traffic and rising land values.

## **Portland Trends**

The U.S. Census Bureau has begun releasing census data results for 1990. Data produced so far shows that the City of Portland has not grown at the rate experienced by the region as a whole. However, there are some dramatic shifts in population and changes in the demographic characteristics of households. Census tract data was compared for this twenty year period.

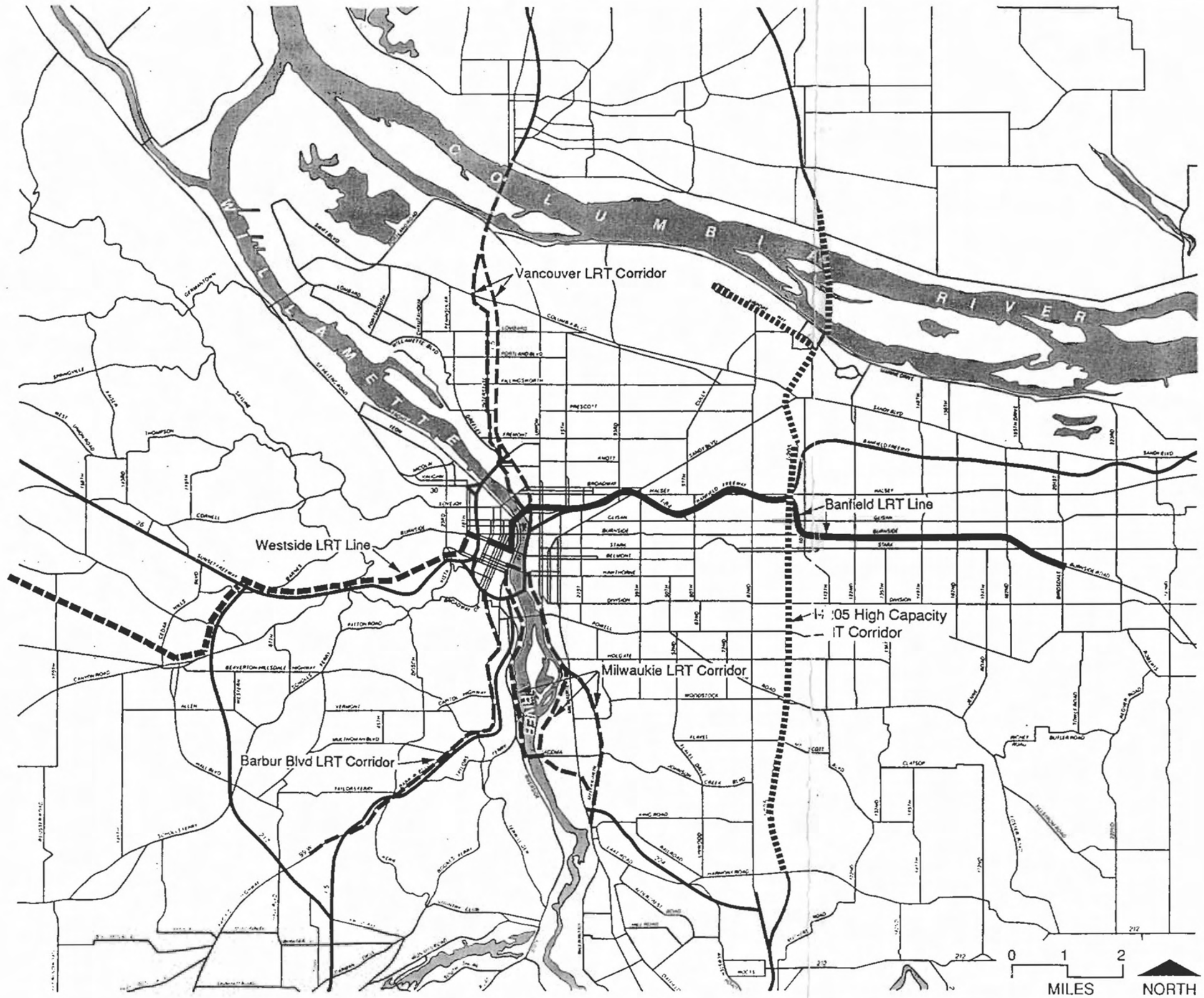
COMMUNITY PLANNING PROGRAM  
**AREA PLANS SINCE 1970\***  
 Past Planning Studies for Sub-areas of Portland  
 that are part of the City's Comprehensive Plan

MAP  
**3**



Subarea	Year Adopted	
1. Downtown Plan	1972	
2. Northwest District Policy Plan	1977	
3. Marquam Hill Policy Plan	1977	
4. Corbett/Terwilliger/Lair Hill Policy Plan	1977	
5. Buckman Rezoning Study and Policy	1977	
6. Willamette Greenway Plan (Update in 1986)	1978	
7. 82nd Avenue Plan	1979	
8. Powell Boulevard Phase II	1981	
9. Terwilliger Parkway Plan	1983	
10. Macadam Corridor Study	1984	
11. Transit Station Area Planning Program (TSAAP)	1984	
12. Northwest Hills Study	1985	
13. N.W. Triangle Plan	1985	
14. Hosford-Abernathy Neighborhood Plan	1987	
15. Kerns Neighborhood Plan	1987	
16. Sullivan's Gulch Neighborhood Plan	1987	
17. Reformatted Multnomah Co. Community Plans for annexed areas:	1984-1987	
Cully/Parkrose	Hazelwood	Centennial
Powellhurst	Wilkes/Rockwood	
18. Central City Plan	1988	
19. Columbia Corridor Industrial & Environ. Zoning	1989	
20. Balch Creek	1990	
21. East Columbia Neighborhood NRMP*	1990	
22. Smith and Bybee Lakes NRMP	1990	
23. Brooklyn Neighborhood Plan	1991	
24. Johnson Creek Basin Protection Plan	1991	
25. Northwest Hills Natural Areas Protection Plan	1991	
26. Buckman Neighborhood Plan	1991	
27. Brentwood Darlington Neighborhood Plan	1992	
28. Cully Neighborhood Plan	1992	
29. Southwest Hills Natural Features Protection Plan	1992	
30. Albina Community Plan: Neighborhood Plans	1993	
Arbor Lodge	Boise	Concordia
Eliot	Humboldt	Irvington
Kenton	King	Piedmont
Sabin	Woodlawn	
31. Columbia South Shore Development Standards	1993	
32. Columbia South Shore NRMP*	1993	
33. East Buttes and Terraces Conservation Plan	1993	
34. Healy Heights Plan District Update	1993	
35. Fanno Creek Conservation Plan	1994	

\*NRMP-Natural Resources Management Plan



**LIGHT RAIL TRANSIT (LRT) CORRIDORS:**

- Banfield Corridor
- West Side Light Rail Corridor
- Vancouver Light Rail Corridor
- Milwaukie Light Rail Transit Corridor
- I-205 High Capacity Transit Corridor
- Barbur Blvd. Light Rail Transit Corridor



The population of the city increased from 382,600 in 1970 to 437,300 in 1990, for an increase of some 54,700 people. In the 1970s, however, the population of the city actually dropped by some 16,200 people. The city gained back 70,900 new residents between the 1980s and 1990s. This dramatic turn around can be almost solely attributed to the annexation efforts of the city. Between April 1, 1980 and July 1, 1990 the City of Portland annexed areas which brought in over 66,000 residents. According to Portland State University statistics, between the period when the 1990 census was done and July 1, 1990, the city population has increased by an additional 15,777 people. Of those an estimated 5,500 were added through annexation.

Portland's Future Focus Committee has adopted the target of attracting 20% of the expected population growth to the City. This is over 100,000 people and community planning is the process we use to ensure that this target is achievable.

While the city as a whole has been increasing in population, most individual parts of the city have actually experienced a decline in population. Much of this decline occurred in the 1970s. Many of these areas gained back part of the population in the 1980s. But, only a few sections of the city actually have a larger population in 1990 than they had in 1970. The entire population of Multnomah County has only 27,200 more residents in 1990 than it had in 1970.

In contrast with the population trends, nearly all areas of the city, as well as the Urban Services Area, have experienced an increase in the number of housing units between 1970 and 1990. A major reason why the number of housing units have increased at a time when the population has actually decreased in many areas is because of a decline in the average number of persons per household. In Portland the average size of households has dropped from 2.6 persons in 1970 to 2.3 persons in 1990.

The area with the largest increase in the number of housing units was the area east of 82nd Avenue (Areas 5 and 6) which showed a gain of over 11,000 housing units between 1970 and 1990. Southwest Portland (Areas 9 and 10) showed a gain of nearly 7,100 housing units. The east side area, south of the Banfield Freeway, from the Central City and Willamette River to 82nd Avenue on the east, showed an increase of 5,200 housing units. The only sections of the city to show a very small decrease in the number of housing units between 1970 and 1990 were northwest Portland which lost 213 units, and Albina which lost 45 units.

The chart below shows how the city's households have changed in character. During the 20-year period, major changes have also taken place in the different

kind of households in the city. In 1970, 66.6% of all households in the city were classified as family households while 33.4% were non-family households. By 1990 these percentages had changed to 55.5% and 44.5 respectively. In the region as whole for 1990, 65.2% of the households were family households and 34.8% were non-family households. With the number of households increasing, the largest increase is with people living alone. Given this trend, we can expect increasing demand for more housing choices, probably smaller and at lower costs given the increase in few residents per home.

These trends will have a direct impact on the types and densities of new housing which the updated Comprehensive Plan will need to accommodate. Along with changes in the composition of households, most of the increased housing is in rental units.

Forty-six percent of all housing units in the City are renter occupied. The area showing the most significant change is **Outer Southeast**. While the total number of units only increased by 27% the percentage of rental units increased by 46%. This means that new rental properties were built and most likely owner-occupied homes became rental properties. An area which experienced a change inconsistent with the rest of the City was the **Columbia Corridor**. The increase in owner-occupied homes far surpassed the increase in rental housing in this area. This is largely due to the development of new high-end housing on Tomahawk Island. The areas showing signs of instability and decline are those that show few homes being developed and the percentage of owner-occupancy housing is declining. Those areas are the **North Portland Peninsula** and **Albina**.

In summary, the census data shows that the major growth is occurring in the **Southwest Corridor, Columbia Corridor, and Outer Southeast**. Most other sections of the City have not recovered the loss in population since 1970. At the same time the population is declining, the number of housing units (households) is increasing. All areas of the City, except **Albina** and the **Northwest Corridor** have more housing units than in 1970. Areas showing the most development of new rental and owner-occupied units are **Southwest Corridor** and **Southwest Hills/Westside Corridor**.

### **Light Rail Transit Projects**

The west side light rail project will be operating by 1997. Other light rail transit corridors are envisioned as part of a connective system for outlying communities. The Albina Community Plan contains a south-north corridor proposal. The plan

proposes high density residential, and mixed commercial and industrial development near proposed transit stations.

The south-north light rail corridor is a 10 year goal for the region. **Map 4** identifies the proposed light rail transit corridors. The other corridors planned are described below:

- **Milwaukie/I-205 - 10 year goal**

A study is underway looking at possible connections to Milwaukie and other eastside communities. The first phase of the study is to identify which segments of the possible corridors should advance in the federal planning process. The possible corridors are from downtown Portland to Milwaukie to Clackamas Town Center and from Clackamas Town Center along I-205 to the Portland International Airport. A major issue is the appropriate bridge to carry the light rail line, the Hawthorne, the Sellwood Bridge, or a new bridge located south of the Hawthorne Bridge but north of the Sellwood Bridge.

- **Barbur Boulevard to Tigard - 20 year goal**

Possible light rail line alignments are Barbur Boulevard along the center lane on Barbur or a combination of Barbur and I-5 with the right-hand south-bound lane of I-5 being used. A preliminary engineering study has been completed for this corridor. However, current land use patterns may not provide the level of ridership needed to justify development of this facility.

- **Portland to Lake Oswego**

A coalition of governments own the right-of-way from downtown Portland to Lake Oswego along the Willamette Shores Railway. This rail right-of-way is identified as a possible light rail line sometime in the future.

### **City Council Direction:**

Due to budgetary considerations, the rotation schedule of community plans is based in part upon inter-agency assistance. The community plans which would require full or nearly total support from the Bureau of Planning budget, should be alternated with community plans which will be funded in part by bureaus such as the Office of Transportation, Bureau of Housing and Community Development and the Bureau of Environmental Services. With that in mind, the criteria outlined earlier determined the sequence of plans is below:



1. **Central City Plan - adopted in 1988**
2. **Albina Community Plan - adopted in 1993**
3. **Outer-Southeast Community Plan - In August 1992 the process for the plan was approved by the Planning Commission. The planning effort is proceeding on schedule. The projected adoption date is October 1995.**
4. **Southwest Community Plan-** Began July 1, 1994 with adoption targeted for June 1997. The southwest community is experiencing the highest percentage of growth in the City. It abuts the Washington County area which is growing at an even greater pace. The impacts of this growth, such as increased traffic, a reduction in air quality, and loss of open space and natural areas, directly affects the southwest area. Some of the transportation impacts can be mitigated through the development of the proposed Barbur Boulevard Light Rail corridor. A community plan is needed to address the location of residential, commercial and employment centers in order to utilize and support the light rail service. Apart from the recent environmental planning projects, the last major plan in the southwest was the Marquam Hill Policy Plan, which was adopted in 1977. There presently is one neighborhood eligible for HCD grant funding.
5. **Inner-Southeast Community Plan -** Scheduled to begin in July 1996 with adoption by June 1999. Inner Southeast Portland will undergo a period of rapid and dramatic change in its urban form and land use patterns over the next 20 years. These changes will be based on public and private investment decisions made over the next five years. The Inner Southeast Plan creates the comprehensive policy and strategic framework necessary to guide those decisions. Targeted initiation of the Plan in 1996 recognizes the critical timing of this planning process.

Development pressures mount in Inner Southeast Portland as marketplace demands for inner city business locations, recreational opportunities and housing escalate. Consumer preferences for alternatives to the suburban shopping center and home are growing.

The new Oregon Museum of Science and Industry is completed. The Portland City Council decided not to build planned I-5 Freeway Water Avenue Ramps. Within two years alignment choices for South-North Light Rail will be finalized. Programmed Combined Sewer Outflow (CSO) and

waterfront park improvements will open up the Willamette River's east side to new public activities and private investment. Portland Community College has announced plans for construction of a new campus and workforce center across from OMSI. Implementation of the 1992 Adopted Springwater Corridor Master Plan will preserve regionally significant natural and recreational resources while creating a major new non-motorized transportation route east of the Willamette River which will link two counties and four cities together.

Adopted public policies support urban infill development, conservation of our natural resources and historical features, and more efficient use of our built landscape, public infrastructure, and community services. State adopted Transportation Planning Rule policies direct substantial reductions over the next 20 years in reliance upon the automobile as the primary mode of travel and average vehicle miles traveled per capita. Regional 2040 growth management strategies support intensification of uses and greater utilization of land resources within regional and inner city urban areas. Shifts in transportation, land use, and development patterns will be needed to respond to these directives.

Gentrification and displacement are also serious issues confronting Inner east side neighborhoods, residents, entrepreneurs, and small business owners. Since 1990 housing prices have increased by as much as 60% or more in these areas. Traffic and parking problems grow as building activities in these neighborhoods and adjacent suburban areas load inner east side neighborhoods and streets with commuter traffic. Development pressures challenge the continued livability and quality of life for Inner Southeast Portland.

Inner City neighborhood and business associations and community-based organizations and individuals want to take charge of their community's future. They want to shape and manage growth in their community while enhancing livability and quality of life. Timing is the critical feature, given the changing nature of the marketplace and scheduled future public investments. Initiation of the Inner Southeast Community Plan in July, 1996 recognizes the importance of comprehensive planning and its timing for the future viability of Inner Southeast Portland.

- 6. Peninsula Community Plan** - Scheduled to begin in January 1998 with adoption targeted for June 2001. This section of the City contains a large section of productive industrial property. Even though this area has a

growing employment base, the nearby residential communities are declining. The percentage of rental households was 36.5% in 1970. By 1990, 51.3% of all households were rentals. This is often a sign of an unstable housing market.

A challenge for this community plan is to improve compatibility between the residential areas and the major industrial employment center to the north. In addition, Hayden Island needs additional planning attention in response to the development of the south-north light rail line.

Three of the neighborhoods in this area are currently eligible for Housing and Community Development grant funds. Except for the Columbia South Shore Industrial and Environmental Zoning project, this area has not received any other planning attention since the development of the Comprehensive Plan.

- 7. Northwest Community Plan** - Scheduled to begin in July 2000 with adoption targeted for June 2003. Even though this area remains one of the most dense neighborhoods in the state, there has been a decline in population and housing units in the northwest area since 1970. Often, a declining population is a sign of a deteriorating area. This does not seem to be the situation, as the percentage of owner-occupied housing has actually increased in this area. But, increased owner-occupancy adds gentrification concerns to this community.

The last major planning effort, apart from recent environmental resource planning, was in 1985 with the adoption of the Northwest Hills Policy Plan. The last major neighborhood plan was the Northwest District Policy Plan of 1977. The neighborhoods of northwest Portland have been requesting planning assistance since the early 1980s. In this community plan area, the Linnton Neighborhood meets BHCD eligibility requirements for funding assistance. Neighborhoods in this plan area are currently working to develop neighborhood plans. These plans are a foundation for the future community plan. It is hoped that development of these neighborhood plans will allow an accelerated process for the Northwest Community Plan.

- 8. Northeast Community Plan** - Scheduled to begin in July 2002 with adoption targeted for June 2005. This is one of the largest community plan areas. It contains 13 neighborhoods, six neighborhoods presently meet BCD grant eligibility requirements. These distressed neighborhoods are experiencing a decline in population. Most of the neighborhoods in this area have been requesting planning assistance in the neighborhood needs requests. The

Cully Neighborhood Plan is the most current neighborhood plan. It became effective in 1992. This area, like southwest, is affected by the significant growth taking place on the other side of the city boundary. The community plan provides a forum to address the possible impacts. In addition, this plan contains a large section of the Columbia South Shore area. There is a challenge to further link this growing employment center with residential and commercial facilities and residential labor force located to the south.

# COMMUNITY AND NEIGHBORHOOD PLANNING BENCHMARKS

The Portland City Planning Commission recommended that the community and neighborhood planning process be the primary tool for the update of the Portland Comprehensive Plan Map. The Portland City Council adopted this approach on May 11, 1994.

Comprehensive Plan goals and policies will continue to be updated, as needed, to respond to changes in state goal administrative rules, coordination activities, circumstances and issues of importance to Portland. Community and neighborhood plans will be used to evaluate the effectiveness of the Comprehensive Plan and propose amendments deemed necessary to the Comprehensive Plan Map.

Prior to consideration of the Planning Commission's recommendations, the City Council requested that the Commission develop a set of standards for the evaluation of the effectiveness of the community and neighborhood planning process and plans. The Planning Commission completed this task on January 25, 1994.

These standards or benchmarks define targeted outcomes and measure progress towards them. They provide information important in setting priorities in planning and allocating resources in the budgeting process. The State of Oregon Progress Board has also found that state adopted benchmarks show promise as a yardstick for measuring government performance.

## **Definition of a Benchmark**

Benchmarks are defined by the Oregon State Progress Board as measures of results rather than efforts. Outcomes are seen as a more telling indicator of achievement than programs and expenditures intended to achieve outcomes. For example, it is the active participation of citizens in the planning process and their sense of government responsiveness to recommendations which measure citizen involvement, not the number of meetings held or attended by governmental representatives.

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## Adopted Community and Neighborhood Planning Program

The Portland/Multnomah County Progress Board defines benchmarks as indicators of progress towards long range strategic goals and a checklist of the community's social, economic, and environmental health. These measures may be obtained directly from official sources, based on physical measurement, or results of surveys.

Both Progress Boards agree that benchmarks emphasize results not efforts. Both recommend the use of benchmarks which are valid, comparable, reliable, and accessible.

The Adopted Community and Neighborhood Planning Program Benchmarks look both to the community and neighborhood planning process and the outcomes of this process. These benchmarks meet the tests for relevance, reliability, and accessibility.

Each has been reviewed to ensure direct linkages between community and neighborhood planning objectives and outcomes. Data is obtainable for each measure from a reliable source although not all needed data is routinely compiled from these data sets.

### **Use of Benchmarks**

Benchmarks have been used at the State level since 1990. The State Progress Board's benchmarks are used to measure statewide progress and government performance in achieving defined quality of life objectives for Oregon's people, places, and economy.

The Portland/Multnomah County Progress Board, following the pioneering efforts of state government is in the process of developing benchmarks which can be applied in Multnomah County and the City of Portland. City Council and County Commission are expected to adopt Progress Board benchmarks in 1994.

Portland/Multnomah County Progress Board Benchmarks No. 76 and 77 support the adoption and use of benchmarks by government and community organizations. These measures of accountability can then be used in the organization's budgeting and/or planning processes. The City Council's request for the development of benchmarks for community planning, prior to consideration of the Planning Commission's recommendations, implements Progress Board Draft Benchmark No. 76.

The Portland City Planning Commission recommended and the City Council approved the use of 17 program-specific benchmarks for the evaluation of

community and neighborhood plans and process. They are grouped under 5 general headings:

1. Citizen Participation and Outreach
2. Community Plan Implementation
3. Community Livability
4. Community Investment
5. Regulatory Streamlining

These can be supplemented with 10 related benchmarks from the Portland/Multnomah County Progress Board Benchmark List. These latter benchmarks focus on citizen perceptions of neighborhood, safety, and governmental responsiveness; the economy and jobs; income; growth; and livability. These indicators are proposed for use at the neighborhood, city-wide and county-wide levels. The Bureau of Planning has requested that consideration be given by the City/County Progress Board to the publication of their data at the community plan area level.

Oregon Progress Board benchmark data is published at the state, county, and city-wide levels. As such, State data provides an overall comparative framework for both the City/County and Community Planning indicators. Fifteen State benchmarks have been selected as related to the objectives of the Community Planning Program.

The Portland/Multnomah County Progress Board, following the pioneering efforts of state government is in the process of developing benchmarks which can be applied in Multnomah County and the City of Portland. City Council and County Commission are expected to adopt Progress Board benchmarks in 1994.

Community and neighborhood planning objectives are based on the roles of these plans as the primary vehicle for the update of the Portland Comprehensive Plan Map. These objectives respond to the Final Review Order submitted by the City of Portland to the Department of Land Conservation and Development on February 14, 1994, effective scales of planning for a wide range of issues and opportunities, and an assessment of the net public benefits.

Benchmarks are based on adopted Community and Neighborhood Planning objectives, the Portland Comprehensive Plan, and State Land Use Planning Goals. Benchmarks are based on outcomes, not on possible products which may

or may not become part of a particular community or neighborhood plan and are typically negotiated during the first months of the Community or Neighborhood Planning Process. It is at this stage that communities and neighborhoods work together with the Bureau of Planning to design a planning process and plans which reflect community priorities, organizational structure, and planning issues and opportunities.

**City Council Direction:**

Adopt Community and Neighborhood Planning objectives. Approve benchmarks for use in the evaluation of the Community and Neighborhood Planning process and plan performance.

These are the first program level benchmarks approved by the City Council within the context provided by the City/County and State of Oregon Progress Boards. A follow-up report will be prepared for the Planning Commission which summarizes the status of Albina Community and associated neighborhood plans, current status of ongoing community and neighborhood planning efforts, and the utility of existing benchmarks. Any revisions to the benchmarks will be done within this context. Refinements and adjustments to benchmarks will be kept to a strict minimum in order to protect the long term validity and reliability of these standards and their measurement.



## **ADOPTED COMMUNITY AND NEIGHBORHOOD PLANNING BENCHMARKS**

### A. Community and Neighborhood Participation and Outreach

1. Secure participation of 5% or more of the population and 80% or more of the neighborhood associations and business associations within each Community Plan Area.
2. Adopt neighborhood plans for 60% or more of all neighborhoods within a Community Plan Area.
3. Secure implementors for each action listed in community and neighborhood plan action charts. At least 50% of the listed implementors listed should be community based.
4. Adopt two or more community-based and initiated neighborhood plans and projects per year outside ongoing work performed as part of the formulation of City Community Plans.

### B. Community and Neighborhood Plan Implementation

1. Complete the first round of the community planning process throughout the city by FY 2004/2005.
2. Complete the update of the Portland Comprehensive Plan Map and zoning maps city-wide by District by 2005.

<u>Year</u>	<u>Percent of City Reviewed</u>
1995	15%
1997	33%
1999	50%
2001	70%
2003	85%
2005	100%

3. Develop a public service needs assessment reflecting community priorities in each plan.

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Adopted Community and Neighborhood Planning Program

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4. Implement Community and Neighborhood Plan approved actions, such as those in the Albina Community Plan Action Charts, following adoption of each plan by the Portland City Council:

- 30% within 5 years
- 50% within 10 years
- 70% within 15 years
- 90% within 20 years

C. Community and Neighborhood Livability

1. Update the 1984 Portland Historic Resources Inventory by District by 2005:

- 15% by 1995
- 20% by 1997
- 40% by 1999
- 60% by 2001
- 80% by 2003
- 100% by 2005

2. Increase by 10% the number of acres within a community plan area zoned for land use activities which encourage greater use of alternative travel modes.

3. Increase the percent of owner-occupied housing units city-wide in Portland by 2010 including low income owner-occupied housing:

Targets:	50% in 1995
	52% in 2000
	55% in 2005
	57% in 2010

4. Increase the percentages of home ownership for households in all income levels above 1990 owner-occupancy rates.

D. Community Investment

1. Increase the average annual number and value of industrial, commercial, and residential building permits for rehabilitation,

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## Adopted Community and Neighborhood Planning Program

additions, and new construction city-wide 1980-1989 by 5% between 1990-1999 and an additional 5% between 2000-2009. (Values measured in constant dollars.)

2. Increase Portland's existing housing potential by 10% city-wide by FY 2004/2005 through changes in the application of Comprehensive Plan Map designations and zones.
  - a. Increase existing housing potential within 1/4 mile of Community Plan designated "Neighborhood Focal Points/Village Squares".
  - b. Increase existing housing potential along City major transit streets.
  - c. Increase existing housing potential within 1/2 mile of light rail stations.

### E. Regulatory Streamlining

1. Apply Comprehensive Plan Institutional Residential designations and IR zone to large scale educational and medical institutions.

#### Targeted Number of Institutions by Year:

- 3 by 1995
  - 8 by 1997
  - 12 by 1999
  - 15 by 2001
  - 18 by 2003
  - 21 by 2005
2. Reduce by 80% the number of properties in each Community Plan area where the Comprehensive Plan Map designation and applied zoning are not identical.
  3. Review and update Plan Districts and applications of Overlay Zones by District city-wide by FY 2004/2005.

# COMPREHENSIVE PLAN POLICY AMENDMENTS

The Comprehensive Plan contains Policy 10.1 Major Plan Review. It calls for the implementation of a process for complete review of the Comprehensive Plan on a five year basis. This review includes a land use and demographic analysis and evaluation as well as a citizen involvement process. The policy recognizes that results may require amendments to the Plan if appropriate.

This amendment establishes community and neighborhood planning as the vehicle for the review and update of the Comprehensive Plan Map. This ordinance amends Ordinance 150580 which authorized the adoption of the Comprehensive Plan Goals and Policies (October 16, 1980).

**City Council Action:** Amend Comprehensive Plan Policy 10.1 Major Plan Review to recognize the ongoing use of the community and neighborhood planning process as Portland's primary tool for updating the Comprehensive Plan Map.

New policy language is underlined. Existing language to be deleted is shown with a ~~strike thru line~~. The revised policy will read:

## Policy 10.1 Major Plan Review

Implement a process for complete review and update of the Comprehensive Plan goals, policies, objectives, and implementing provisions on a periodic basis. ~~on a five year basis. This process will include land use and demographic data collection and analysis, a Comprehensive Plan progress report, and a citizen involvement process. to evaluate the Plan's effectiveness and proposals for amendments as appropriate.~~

## Policy 10.2 Comprehensive Plan Map Review

Implement a community and neighborhood planning process for review and update of the Comprehensive Plan Map. This community and neighborhood planning process will include land use and demographic data collection and analysis and a citizen involvement process. Community and neighborhood plans will be used to evaluate the Plan's effectiveness and will include necessary

proposals for amendments to the Comprehensive Plan Map as appropriate. Complete a total review and update of the Comprehensive Plan Map using the community and neighborhood planning process as the update vehicle by the end of year 2004.

Renumber Policies 10.2 (Long Range Planning Framework) to Policy 10.13 (Columbia River) for consistency with the addition of Policy 10.2 (Comprehensive Plan Map Review) to the Portland Comprehensive Plan Goal 10.

## **TITLE 33, PLANNING AND ZONING, AMENDMENTS**

Title 33, Planning and Zoning, Plan District regulations call for the timely review of Plan Districts. The purpose of this review is to determine whether the plan district and its regulations should be continued, modified, or deleted.

Existing regulations require this review to be completed within 5 to 10 years of plan district adoption. Each plan district contains a section specifying the date at which this review must be completed.

The Planning Commission recommended changing the timing of plan district review. The Commission has recommended that the timing for review of plan districts and their regulations be linked to the creation and update of the Community or Neighborhood Plan in which the district is located.

Recommended revisions simplify Title 33 Plan District regulations by the creation of a single set of regulations governing the timing of Plan District review. These changes also conserve and concentrate limited resources by coordinating the review of plan districts with the review and update of the Comprehensive Plan Map.

Recommended Title 33, Planning and Zoning, revisions implement recommended changes to Comprehensive Plan Policy 10-.1 which establishes community and neighborhood planning as the vehicle for updating the Comprehensive Plan.

### **CITY COUNCIL ACTION:**

Amend the following Title 33, Planning and Zoning, regulations governing the periodic review of Plan Districts to time review of Plan Districts with the update of the Comprehensive Plan Map through the Community and Neighborhood Planning Process.

The new text language is underlined. Existing text language to be deleted is shown with a ~~strike thru line~~. Amended text will read as follows:

## Chapter 33.500 Plan Districts in General

### 33.500.060 ~~Review for Timeliness~~

Plan Districts and their regulations will be reviewed periodically to determine whether they are still needed, should be continued or amended. Plan districts and their regulations will be reviewed as part of the process for the update of the Comprehensive Plan. All Plan Districts within each Community and Neighborhood Plan Study Area will be reviewed.

~~The regulations of each plan district must state a calendar year between 5 and 10 years after the plan district's adoption, at which time the Planning Commission will review the regulations. The purpose of the review is to determine if the plan district regulations should be continued, modified, or deleted. Plan districts and their regulations remain in effect unless deleted as a result of the review process.~~

### 33.505 Albina Community Plan District

#### ~~33.505.240 Review for Timeliness~~

~~The regulations of this chapter will be reviewed for continued applicability at the time that the Albina Community Plan is Updated.~~

### 33.510 Central City Plan District

#### ~~33.510.260 Review for Timeliness~~

~~The regulations of this chapter will be reviewed for continued applicability at the time that the Central City Plan is updated in 1999 as required by 33.500.060.~~

- 33.515 Columbia South Shore Plan District  
33.515.290 Review for Timeliness  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1998~~
- 33.525 Gateway Plan District  
33.525.050 Review for Timeliness  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1992.~~
- 33.530 Glendoveer Plan District  
33.530.050 Review for Timeliness  
~~The regulations of the Glendoveer plan district must be reviewed for timeliness before December 31, 1997.~~
- 33.533 Healy Heights Plan District  
33.533.080 Review for Timeliness  
~~The regulations of the Healy Heights Plan District and Healy Heights RE Advisory Board must be reviewed for timeliness before December 31, 1998.~~
- 33.535 Johnson Creek Basin Plan District  
33.535.400 Review for Timeliness  
~~The regulations of this chapter will be reviewed for timeliness before July 1, 2001.~~
- 33.540 Laurelhurst-Eastmoreland Plan District  
33.535.400 Review for Timeliness  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1999.~~



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- 33.550 Macadam Plan District  
33.550.290 ~~Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1995.~~
- 33.560 North Cully Plan District  
33.560.070 ~~Review for Timeliness~~  
~~The regulations of the North Cully Plan District must be reviewed for timeliness before December 31, 2011.~~
- 33.565 Powell Boulevard Plan District  
33.565.050 ~~Review for Timeliness~~  
~~The regulations of the Powell Boulevard plan district must be reviewed for timeliness before December 31, 1991.~~
- 33.570 Rocky Butte Plan District  
33.570.060 ~~Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 2000.~~
- 33.575 Skyline Plan District  
33.575.040 ~~Review for Timeliness~~  
~~The regulations of this chapter must be reviewed for timeliness before December 31, 2000. It is intended that this plan district will be deleted when all the development rights from eligible sending sites have been deleted.~~
- 33.580 South Auditorium Plan District  
33.580.160 ~~Review for Timeliness~~  
~~The regulations of this chapter must be reviewed for timeliness by January 1, 1999.~~

33.585 Swan Island Plan District  
33.585.070 ~~Review for Timeliness~~

~~The regulations of this chapter will be reviewed for  
timeliness at the time that the Albina Community Plan is  
updated.~~

# **APPENDIX**

**ORDINANCE NO. 167650**

**RESOLUTION NO. 35276**

# ORDINANCE No. 167650

Adopt Community and Neighborhood Planning as the Primary Vehicle for the Update of the Comprehensive Plan Map and Plan District Review. (Ordinance ; amend Title 33)

The City of Portland ordains:

Section 1. The Council finds:

## **Comprehensive Plan and Periodic Review Findings**

1. The Portland Comprehensive Plan was adopted on October 16, 1980 by Ordinance No. 150580 and acknowledged for compliance with Statewide Planning Goals on May 3, 1981.
2. Oregon Revised Statutes (ORS) 197.640 require cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date, in compliance with the statewide planning goals and coordinated with the plans and programs of state agencies.
3. Portland Comprehensive Plan Goal 10, Plan Review and Administration, states that the Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development.
4. Portland Comprehensive Plan Policy 10.1 (Major Plan Review) directs the implementation of a review process for the Portland Comprehensive Plan.
5. Incorporation of a new policy, 10.2 directs the use of community and neighborhood planning as the primary vehicles for the update of the Comprehensive Plan Map.
6. The addition of new Policy 10.2 (Comprehensive Plan Map Review) requires greater specification in Policy 10.1 regarding the periodic review of the other elements of the Comprehensive Plan.
7. Policy 10.1 (Major Plan Review) is amended for clarity to list as subject to periodic review the following elements of the Comprehensive Plan: goals, policies, objectives, and implementing provisions.
8. Amended Policy 10.1 (Comprehensive Plan Review) includes within its references to provisions implementing the Comprehensive Plan the review of development procedures and regulations such as Title 33, Planning and Zoning.
9. Oregon Revised Statutes (ORS) 197.640 require cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date and in compliance with Statewide Planning Goals and State law. Portland is also required to coordinate its review and update of the Comprehensive Plan and land use regulations with State plans and programs.

10. Portland Comprehensive Plan Policy 10.2 (Long Range Planning Framework) implements Goal 10 by ensuring that land use goals and policies will be adopted to serve as the long range planning framework and guide for development and redevelopment of the City.
11. The Portland Comprehensive Plan and implementing measures such as Title 33, Planning and Zoning, are dynamic documents which are constantly under review and update. Between April 1981 and August 4, 1993 there have been 31 amendments to the Portland Comprehensive Plan ranging from the revision of major sections to the Plan such as the Transportation Element, Energy, and Housing to specific issues such as vacant and abandoned housing and community revitalization. The re-write Title 33, Planning and Zoning, was adopted by Ordinance No. 163608, effective January 1, 1991. Staff is assigned to the monitoring and update of Title 33 regulations on an ongoing basis.
12. The Portland Livable City Project is responsible for the coordination of City land use planning activities with Metro's 2040 Plan and the shaping of responses to the future demands for community and economic development citywide within a context which preserves Portland's livability and vitality.
13. The City of Portland received its periodic review notice from the Department of Land Conservation and Development (DLCD) dated August 28, 1987 and subsequently requested and received two extensions of the submission date for the Proposed Local Review Order.
14. The City of Portland conducted a thorough review of its comprehensive plan and land use regulations in response to the periodic review factors as specified in the DLCD periodic review notice. The findings and conclusions presented in the Proposed Local Review Order adopted by the City Council in March 1989, contained the City's responses to the periodic review factors and outlined proposed plan and ordinance amendments which, when adopted, would bring the Plan and implementing measures into compliance with all applicable requirements listed in the periodic review notice.
15. The Portland City Planning Commission held a public hearing on the Proposed Local Review Order in February, 1989.
16. The Portland City Council passed Resolution 34523 on March 1, 1989, submitting the Proposed Local Review Order to the Department of Land Conservation and Development.
17. A public hearing was held by the Planning Commission on the Local Review Order on November 28, 1989. The City Council passed Resolution 34653 on December 20, 1989, adopting a report on the current status and requesting a continuance to complete the work schedule for periodic review work program.
18. The City of Portland has requested and received six extensions for completing periodic review between December 1989 and December 1992. Progress on periodic review elements related to Statewide Planning Goal 5 has been

substantial since 1989, although completion of certain historic and archaeological resource identification and protection and some other periodic review requirements remain incomplete.

19. All work completed on the periodic review schedule since 1989 has been approved by the Planning Commission and City Council at previous public hearings as required under Portland Title 33, and DLCD post acknowledgment review requirements of Oregon Administrative Rules 660-18 have been satisfied.
20. The City Council adopted Resolution 35226 on December 22, 1993 approving submission of the Final Local Review Order to the Department and Land Conservation and Development.
21. The City of Portland submitted a work program to the Department of Land Conservation and Development on February 15, 1994 in accordance with Senate Bill 97 adopted by the 1993 Legislature, specifying tasks and a schedule for completion of all remaining periodic review issues under the new periodic review requirements in Oregon Revised Statutes 197.628 - 644 and Oregon Administrative Rule 660 - 25.
22. The City of Portland as part of this work program shared their concern with the DLCD Director concerning the advisability and feasibility of undertaking a citywide approach to single issues such as historical resource protection and the wisdom of single-objective planning programs.
23. The City of Portland proposed to the Director of the Department of Land Conservation and Development (DLCD) that Community and Neighborhood Planning Program become the primary vehicle for the update of the Portland Comprehensive Plan Map.
24. Amendments to Portland Comprehensive Plan Policy 10.1 (Comprehensive Plan Review) clarify the elements of the Comprehensive Plan subject to periodic review, consistent with State law, are consistent with the Statewide Land Use Planning Goals and Guidelines.
25. Addition of Portland Comprehensive Plan Policy 10.2 (Comprehensive Plan Map Review) supports the periodic review of the Comprehensive Plan directed in amended Policy 10.1 and identifies the community and neighborhood planning process as the primary vehicle by which the City will update its Comprehensive Plan Map. The projected date for the conclusion of the first cycle of community plans city-wide is 2004. These amendments to the Portland Comprehensive Plan are consistent with Statewide Land Use Planning Goals and Guidelines.

#### **Community and Neighborhood Planning and Periodic Review Findings**

26. The Portland City Council authorized the Bureau of Planning to start refining the community planning program and begin the Outer Southeast Community Plan in FY 1991-92.

27. During Spring 1991 a document describing the community planning approach was distributed to the Planning Commission, City Council and other interested agencies and neighborhood groups. Briefings were given to the field staff of the Office of Neighborhood Associations (ONA) and neighborhood Coalition boards.
28. The discussion document, Community Planning Program and Process was sent to all neighborhood and district coalitions, all recognized business associations as well as numerous groups and individuals who requested copies in February, 1992. The report contained three alternative boundary options and three levels of scope.
29. The Bureau of Planning sponsored three workshops to share the discussion document with interested groups, organizations, and individuals throughout the City. These workshops were held in March 1992 at the Multnomah Community Center, East Portland District Office, and Mt. Tabor Community School. Over 30 participants offered suggestions in how the community planning process should work.
30. In May, 1992 the Bureau of Planning Proposed Community Planning Program report was created and distributed to interested parties as well as Neighborhood and Business Association representatives.
31. The Planning Commission held a public hearing to receive written and oral testimony on June 9, 1992. A public notice of this hearing was mailed to all recognized neighborhood and business association representatives as well as those who requested notice of Community Planning activities.
32. On August 11, 1992 the Portland City Planning Commission adopted its recommendations in support of the Community Planning Program. At the same time the Commission approved the document which detailed the Outer Southeast Community Plan process. This report contained the Portland Planning Commission recommendations for the structure, scope, timing, and assessment of this planning effort.
33. Neighborhood boundaries are used to delineate the boundaries for the Outer Southeast Plan. Policy scope is limited to those areas over which the City exercises direct control. Coordination of activities in areas such as Family Services and Education, both standing policy areas in the Albina Community Plan, was ensured by the Plan's ongoing Technical and Citizen Advisory Committees and Plan communications networks.
34. The Planning Commission achieved a three year timeline for each Community Plan through the judicious balancing of policy areas and limiting the number of community planning areas to eight.
35. Scheduled completion of the Outer Southeast Plan is June 1995.

36. The Portland City Planning Commission recommended the establishment of a 3-year plan cycle with completion of the first round of community plans city-wide by 2010, assuming that only one plan would be in progress at any given time.
37. In Spring 1993, the City Council, as part of FY 1993-94 budget deliberations, requested postponement of submittal of the Planning Commission's Recommended Community Planning Program report until a section establishing program benchmarks had been added.
38. The Planning Commission took up the request of the City Council for the development of benchmarks in September 1993. The Commission began its work with a re-examination of its existing program recommendations and the formulation of a public process to be used for the creation of requested program benchmarks. The Commission concluded its review of existing recommendations with the decision to reaffirm existing program recommendations.
39. In September 1993, a mailer was sent out which notified recognized neighborhood and business associations and other interested parties of the proposed development of benchmarks, opportunities for citizen involvement, and a status report on existing Planning Commission Community Planning Program recommendations. Bureau staff continued to meet with neighborhood and business associations and other interested groups and individuals from September 15, 1993 through January, 1994 to maximize opportunities for citizen input and review.
40. Portland Bureau of Planning sponsored two workshops on benchmark alternatives on October 20 and 21, 1993 resulted in the development of a preliminary set of benchmarks for further public review and comment. This preliminary list of benchmarks was mailed to all neighborhood and business associations and interested parties on November 15, 1993. The preliminary benchmarks were refined as a result of review and comment made in staff/public meetings, neighborhood and business association members, interested parties, public service providers, community service organizations, and Portland/Multnomah County Progress Board staff.
41. A public hearing was held by the Planning Commission on December 14, 1993 to receive written and oral testimony on Bureau of Planning Proposed Community and Neighborhood Planning Benchmarks. All neighborhood and business associations and other interested parties received a public notice of this public hearing as part of the mailer of the November 15, 1993 preliminary benchmarks list and information.
42. The Portland City Planning Commission concluded a series of workshops and discussions on benchmarks in December 1993 and January 1994 with the its recommended adoption of Community and Neighborhood Planning Benchmarks on January 25, 1994.



43. The Portland City Council informed the Director of the Department of Land Development and Conservation (DLCD) of its intent to consider the use of community and neighborhood planning as the primary vehicle for update of the Portland Comprehensive Plan on February 14, 1994. Timely 45 day notice of the scheduled City Council consideration and action of the Community and Neighborhood Planning Program as the primary vehicle for the update of the Portland Comprehensive Plan and adjustment of Plan District Reviews to coincide with scheduled community and neighborhood plan review was mailed to DLCD.
44. A public notice of the April 6, 1994 City Council public hearing was mailed to Portland's neighborhood and business associations, participants in Bureau of Planning public outreach process and Planning Commission public hearings and workshops, public and community service providers, and other interested parties on March 9, 1994. Included in the notice was an overview of the Recommended Community and Neighborhood Planning Program, Summary of Planning Commission Recommendations, and List of Recommended Program Benchmarks.
45. Title 33, Planning and Zoning, Plan District regulations call for the timely review of Plan Districts. The purpose of this review is to determine whether the plan district and its regulations should be continued, modified, or deleted.
46. Existing regulations require this review to be completed within 5 to 10 years of plan district adoption. Each plan district contains a section specifying the date at which this review must be completed.
47. The Planning Commission recommended changing the timing of plan district review. The Commission has recommended that the timing for review of plan districts and their regulations be linked to the creation and update of the Community or Neighborhood Plan in which the district is located.
48. Recommended revisions simplify Title 33.500 Plan District regulations by the creation of a single set of regulations governing the timing of Plan District review. These changes also conserve and concentrate limited resources by coordinating the review of plan districts with the review and update of the Comprehensive Plan and Map.
49. The recommendation to amend Comprehensive Plan Policy 10.1 (Major Plan Review) is consistent with State Land Use Planning Goals and the Portland Comprehensive Plan as shown in Exhibit B and incorporated herein by this reference.
50. The Recommended Community and Neighborhood Planning Program, Exhibit A), addresses in detail the issues of program scope, policy framework,

plan boundaries and sequences, long range program schedule, and citizen involvement. Completion of the first round of the community plan process city-wide, is recommended for 2010 by the Portland City Planning Commission. The Commission accepted as a working premise, that only one community plan would be authorized at any given time.

- 51. The recommendation to amend Title 33, Planning and Zoning, Chapter 33.500 (Plan Districts) is consistent with State Land Use Planning Goals and the Portland Comprehensive Plan as shown in Exhibit B and incorporated here in by this reference.

**Portland City Council FY 1994/95 Budget Actions**

- 52. The Portland City Council authorized the initiation of the fourth in the series of community plans in July 1994.
- 53. The City Council directed the revision of the Planning Commission Recommended Community and Neighborhood Planning Program to expedite the completion of the first round of community plans city-wide. The revised program sequences a new community plan to start every other year rather than every third year, as previously proposed.
- 54. Revised timing, based on fiscal years, is as follows for each community plan:

<u>Community Plan</u>	<u>Initiation</u>	<u>Completion</u>
Outer Southeast	1991	1995
Southwest	1994	1997
Inner Southeast	1996	1999
Peninsula	1998	2001
Northwest	2001	2003
Outer Northeast	2003	2005

- 55. The revised schedule for the Community and Neighborhood Planning Program continues to assume a three year timeline for each community plan and the ongoing assignment of resources to support community and neighborhood based and initiated planning efforts and projects.
- 56. Adoption of amended Policy 10.1 (Comprehensive Plan Review), adoption of Policy 10.2 (Comprehensive Plan Map Review), renumbering of following Goal 10 policies for consistency with the addition of Policy 10.2, and amendment to Title 33, Planning and Zoning, Chapter 33.500 (Plan Districts) is consistent with the Portland Comprehensive Plan and implementing provisions.
- 57. It is in the public interest to ensure that reviews of the Portland Comprehensive Plan and Map and Title 33, Planning and Zoning, Chapter 33.500 (Plan District) regulations support the efficient use of available resources and forward coordination of land use planning efforts, consistent with State law.

NOW, THEREFORE, The Council directs:

Section 1.

- a. Ordinance No. 150580 and Comprehensive Plan Policy 10.1 (Major Plan Review) is hereby amended as shown following to clarify the elements and process of Comprehensive Plan periodic review based on findings in the Portland City Planning Commission Recommended Community and Neighborhood Planning Report (Exhibit A) presented to Council on April 6, 1994 and May 4, 1994 Program Update (Exhibit C) which responded to public testimony submitted at the April 6, 1994 Council public hearing. Exhibit C is hereby incorporated through this reference and findings of the ordinance.

New policy language is underlined. Text to be deleted is ~~struck through~~.

Policy 10.1 Comprehensive Plan Review ~~Major Plan Review~~

Implement a process for ~~complete~~ review of the Comprehensive Plan goals, policies, objectives, and implementing provisions on a periodic basis. ~~on a five year basis. This process will include land use and demographic data collection and analysis, a Comprehensive Plan progress report, and a citizen involvement process. to evaluate the Plan's effectiveness and as appropriate.~~

- b. Ordinance No. 150580 is hereby amended through the addition of Comprehensive Plan Policy 10.2 (Comprehensive Plan Map Review) as shown following, to designate community and neighborhood planning as the primary vehicle for the update of the Portland Comprehensive Plan Map based on the findings in the Portland City Planning Commission Recommended Community and Neighborhood Planning Report and incorporated herein as Exhibit A and

State Goal and Portland Comprehensive Plan findings incorporated herein as Exhibit B by these references and the findings of this ordinance.

New text is underlined. Deleted text is ~~struck through~~.

Policy 10.2 Comprehensive Plan Map Review

Implement a community and neighborhood planning process for review and update of the Comprehensive Plan Map. This community and neighborhood planning process will include land use and demographic data collection and analysis and a citizen involvement process. Community and neighborhood plans will be used to evaluate the Plan's effectiveness and will include necessary proposals for amendments to the Comprehensive Plan Map as appropriate. Complete a total review and update of the Comprehensive Plan Map using the community and neighborhood planning process as the update vehicle by the end of year 2004.

Renumber Policies 10.2 (Long Range Planning Framework) to Policy 10.13 (Columbia River for consistency with addition of Policy 10.2 (Comprehensive Plan Map Review) to Portland Comprehensive Plan Goal 10.

- c. Title 33, Planning and Zoning, a part of the Municipal Code of the City of Portland, is hereby amended to reflect the following changes to Chapter 33.500 (Plan Districts) based on the findings in the Portland City Planning Commission Recommended Community and Neighborhood Planning Report and incorporated herein as Exhibit A and State Goal and Portland Comprehensive Plan findings incorporated herein as Exhibit B by these references and the findings of this ordinance.

The new text language is underlined. Existing text language to be deleted is shown with a ~~strike thru line~~. Amended text will read as follows:

## Chapter 33.500 Plan Districts in General

### 33.500.060 ~~Review for Timeliness~~

Plan Districts and their regulations will be reviewed periodically to determine whether they are still needed, should be continued or amended. Plan districts and their regulations will be reviewed as part of the process for the update of the Comprehensive Plan. All Plan Districts located wholly or partially within each Community and Neighborhood Plan Study Area will be reviewed.

~~The regulations of each plan district must state a calendar year between 5 and 10 years after the plan district's adoption, at which time the Planning Commission will review the regulations. The purpose of the review is to determine if the plan district regulations should be continued, modified, or deleted. Plan districts and their regulations remain in effect unless deleted as a result of the review process.~~

### 33.505 Albina Community Plan District

#### 33.505.240 ~~Review for Timeliness~~

~~The regulations of this chapter will be reviewed for continued applicability at the time that the Albina Community Plan is Updated.~~

### 33.510 Central City Plan District

#### 33.510.260 ~~Review for Timeliness~~

~~The regulations of this chapter will be reviewed for continued applicability at the time that the Central City Plan is updated in 1999 as required by 33.500.060.~~

- 33.515 Columbia South Shore Plan District  
~~33.515.290 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1998~~
- 33.525 Gateway Plan District  
~~33.525.050 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1992.~~
- 33.530 Glendoveer Plan District  
~~33.530.050 Review for Timeliness~~  
~~The regulations of the Glendoveer plan district must be reviewed for timeliness before December 31, 1997.~~
- 33.533 Healy Heights Plan District  
~~33.533.080 Review for Timeliness~~  
~~The regulations of the Healy Heights Plan District and Healy Heights RF Advisory Board must be reviewed for timeliness before December 31, 1998.~~
- 33.535 Johnson Creek Basin Plan District  
~~33.535.400 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before July 1, 2001.~~
- 33.540 Laurelhurst-Eastmoreland Plan District  
~~33.535.400 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1999.~~
- 33.550 Macadam Plan District  
~~33.550.290 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 1995.~~

- 33.560 North Cully Plan District  
~~33.560.070 Review for Timeliness~~  
~~The regulations of the North Cully Plan District must be reviewed for timeliness before December 31, 2011.~~
- 33.565 Powell Boulevard Plan District  
~~33.565.050 Review for Timeliness~~  
~~The regulations of the Powell Boulevard plan district must be reviewed for timeliness before December 31, 1991.~~
- 33.570 Rocky Butte Plan District  
~~33.570.060 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness before December 31, 2000.~~
- 33.575 Skyline Plan District  
~~33.575.040 Review for Timeliness~~  
~~The regulations of this chapter must be reviewed for timeliness before December 31, 2000. It is intended that this plan district will be deleted when all the development rights from eligible sending sites have been deleted.~~
- 33.580 South Auditorium Plan District  
~~33.580.160 Review for Timeliness~~  
~~The regulations of this chapter must be reviewed for timeliness by January 1, 1999.~~
- 33.585 Swan Island Plan District  
~~33.585.070 Review for Timeliness~~  
~~The regulations of this chapter will be reviewed for timeliness at the time that the Albina Community Plan is updated.~~

Passed by the Council, MAY 1 1 1994

Mayor Vera Katz  
 CGA  
 April 6, 1994

Barbara Clark  
 Auditor of the City of Portland

By *Britta Olson*  
 Deputy

# RESOLUTION NO. 35276 As Amended

Approve the Community and Neighborhood Planning Program. (Resolution)

WHEREAS, the Portland Comprehensive Plan was adopted on October 16, 1980 by Ordinance No. 150580 and acknowledged for compliance with Statewide Planning Goals on May 3, 1981;

WHEREAS, ORS Revised Statutes (ORS) 197.640 require cities and counties to review their comprehensive plans and land use regulations periodically and make changes necessary to keep plans and regulations up-to-date, in compliance with statewide planning goals and coordinated with the plans and programs of state agencies;

WHEREAS, Portland Comprehensive Plan Goal 10, Plan Review and Administration, states that the Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development;

WHEREAS, Portland Comprehensive Plan Policy 10.1, Comprehensive Plan Review, addresses the implementation of a periodic review process for the Comprehensive Plan goals, policies, objectives, and implementing provisions, including development procedures and regulations consistent with State law and State Land Use Planning Goals;

WHEREAS, Portland Comprehensive Plan Policy 10.2, Comprehensive Plan Map Review, implements a community and neighborhood planning process for review and update of the Comprehensive Plan Map;

WHEREAS, Portland Comprehensive Plan Policy 10.3 (Long Range Planning Framework) implements Goal 10 through the assurance that land use goals and policies will be adopted to serve as the long range planning framework and guide for development and redevelopment of the City;

WHEREAS, the Portland Comprehensive Plan and implementing provisions such as Title 33, Planning and Zoning, are constantly under review and update;

WHEREAS, the City of Portland declared its intentions to the Director of the Department of Land Development and Conservation on February 15, 1994 to use community and neighborhood planning as the primary vehicle for the update of the Comprehensive Plan and Plan Map;

WHEREAS, Comprehensive Plan Policy 10.2 states that Community and Neighborhood Planning will be the primary vehicle for the update of the Portland Comprehensive Plan Map;

WHEREAS, the Portland City Planning Commission recommended that the City Council adopt the Community and Neighborhood Planning Program on August 11, 1992;



WHEREAS, the Portland City Council requested that the Planning Commission formulate benchmarks for use in the Community and Neighborhood Planning Program;

WHEREAS, the Portland City Planning Commission approved a public process for the review of existing Program recommendations and creation of benchmarks in September, 1993;

WHEREAS, the Portland Bureau of Planning initiated a comprehensive public process for the development of benchmarks including more than 30 public meetings, sponsorship of two city-wide workshops, and mailout of one preliminary and one draft list of benchmarks for public review prior to Planning Commission public hearings;

WHEREAS, the Portland Bureau of Planning mailed public notices to all recognized neighborhood and business associations, process participants, and other interested parties in FY 1991/92 to encourage citizen participation and outreach in the initiation, preparation, and sponsored workshops for the development of the Proposed Community and Neighborhood Planning Program;

WHEREAS, the Bureau of Planning mailed public notices to all recognized neighborhood and business association, process participants, and other interested parties in September and November 1993 on the initiation and public process which would be used to formulate program-level benchmarks for the Community and Neighborhood Planning Program;

WHEREAS, the Portland Bureau of Planning sponsored 2 city-wide workshops on benchmarks on October 20 and 21, 1994 as well as briefing more than 30 neighborhood and business associations and interested parties in September through December 1993;

WHEREAS, the public notice for the December 14, 1993 Portland Planning Commission public hearing on proposed benchmarks included the hearing schedule and proposed list of the benchmarks and was mailed to all recognized neighborhood and business associations, process participants, and other interested parties;

WHEREAS, the Recommended Community and Neighborhood Planning Report, Exhibit A, and incorporated herein by this reference, recommends the adoption of a Community and Neighborhood Planning Program as the primary vehicle for the update of the Comprehensive Plan Map;

WHEREAS, the recommendations of the Community and Neighborhood Planning Report, are consistent with State Land Use Planning Goals and Portland Comprehensive Plan, as shown in Exhibit B;

WHEREAS, the Planning Commission reviewed their August 11, 1992 adopted recommendations on the Community and Neighborhood Planning Program's scope, policy framework, number and boundaries of City Community Plan

areas, community plan timing and sequencing, and the use of technical and citizen advisory committees during the development and adoption of program benchmarks in Fall 1993;

WHEREAS, the Planning Commission made no changes in their August 11, 1992 adopted recommendations on the Community and Neighborhood Planning Program;

WHEREAS, benchmarks were first used as an official monitoring device to examine outcomes of public government action by the State of Oregon in 1990. Since that time, the State of Oregon has annually published the measured results of benchmark applications.

WHEREAS, benchmarks are defined by the Oregon State Progress Board as measures of results rather than efforts. Outcomes are seen as a more telling indicator of achievement than programs and expenditures intended to achieve outcomes. For example, it is the active participation of citizens in the planning process and their sense of government responsiveness to recommendations which are indicators of citizen involvement, not the number of meetings held or attended by a governmental unit.

WHEREAS, the Portland/Multnomah County Progress Board, following the pioneering work of the Oregon Progress Board, established a multi-jurisdictional and multi-agency process for the development of benchmarks to be used at the regional and jurisdictional levels. A total of 97 benchmarks have been approved by the Portland/Multnomah County Progress Board. Approval of these benchmarks by participating jurisdictions and public organizations is expected in 1994.

WHEREAS, Portland/Multnomah County benchmarks call for the development and use of benchmarks at the local and program levels. Benchmarks approved for use in the Community and Neighborhood Planning Program are consistent with Progress Board benchmarks. Both these and the more direct Progress Board benchmarks are seen as a dynamic tool which will need to balance the need for further refinement against the need for retention of stable units of measurement. Recognizing both the importance and limitations of this pilot program of benchmarks, the Planning Commission recommended caution in the use and application of these benchmarks pending their use and re-examination.

WHEREAS, Community and Neighborhood Planning benchmarks are program outcomes. They are not seen by the Planning Commission, as dictators of the products to be created as part of any specific Community Plan. They represent the Planning Commission's effort to support without duplicating benchmarks already in place at the State level and soon to be in place within Multnomah County and the City.

WHEREAS, the Recommended Community and Neighborhood Planning Program benchmarks carry out directives in the Portland/Multnomah County Progress Board Benchmarks to develop and use program specific benchmarks which are consistent both with regional and State of Oregon adopted benchmarks;

WHEREAS, Community and Neighborhood Planning Program Benchmarks are intended for use as dynamic measures of the success, effectiveness and efficiency of identified and targeted program outcomes;

WHEREAS, the Portland City Planning Commission finalized and adopted recommended Community and Neighborhood Planning Benchmarks on January 26, 1994;

WHEREAS, the Portland City Council authorized the start-up of the fourth Community Plan in July 1994 and an expedited Community Planning Process which will lead to the initiation of a new Community Plan every two years until city-wide completion in 2004;

WHEREAS, it is the intention of the Portland City Council to provide timely support for the initiation and completion of the community and neighborhood planning processes in Inner Southeast Portland and Northwest Portland;

WHEREAS, it is the Portland City Council's intention in moving forward the initiation and development of the Inner Southeast Community Plan to expedite the planning process for Inner Southeast Portland and provide timely resources to support Northwest Portland's ongoing neighborhood planning process; and

WHEREAS, it is in the public interest to approve the Community Planning Program components and benchmarks to support coordination of land use and related planning efforts to achieve greater efficiency, productivity, and effectiveness;

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council approves the use of the Community and Neighborhood Planning Program as the primary vehicle for the update of the Portland Comprehensive Plan Map as recommended in the Recommended Community and Neighborhood Planning Program Report, Exhibit A, and incorporated herein by this reference.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approves of limiting the number of separate policies in Community and Neighborhood Plans to those over which the City has direct control.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approves the division of the City into 8 community/neighborhood plan areas as shown on Map 1 of Exhibit A, The Recommended Community and Neighborhood Planning Program Report.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approves the continued extension of planning assistance by the Bureau of Planning to actively support locally initiated planning and community development plans and projects by neighborhood and business associations and other community-based groups.

RESOLUTION NO.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approves a three year timeline for each community level planning process.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City directs the Bureau of Planning to amend the Planning Commission Recommended Community and Neighborhood Planning Report Exhibits A and B and findings to reflect the initiation of the fourth Community Plan in July 1994 and the use of an expedited first round community planning process to conclude in FY 2004/2005.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approves the continued use of citizen and technical advisory committees in the Community and Neighborhood Planning Program.

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approves the completion of the first round of the Community/Neighborhood Plan Process in the following order as displayed herein:

- |    |                                |                                 |
|----|--------------------------------|---------------------------------|
| 1. | Central City Plan              | Completed 1988                  |
| 2. | Albina Community Plan          | Completed 1993                  |
| 3. | Outer Southeast Community Plan | Scheduled Completion--June 1995 |
| 4. | Southwest Portland             | Initiation July 1, 1994         |
| 5. | Inner Southeast Portland       |                                 |
| 6. | Peninsula Area                 |                                 |
| 7. | Northwest Portland             |                                 |
| 8. | Northeast Portland             |                                 |

BE IT FURTHER RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City approve the recommended program objectives and benchmarks as shown in Exhibit A, The Recommended Community and Neighborhood Planning Program.

Adopted by the Council MAY 11 1994

Mayor Vera Katz  
CGA  
May 3, 1994

**Barbara Clark**  
Auditor of the City of Portland  
By *Britta Olson*  
Deputy