

M E M O

December 9th, 2008

To: Portland City Council

From: Steve Dotterer, Principal Planner

Subject: Portland Plan and Periodic Review status

On December 9, 2008 I will apprise the Portland City Council of the status of the state mandated Periodic Review of the Comprehensive Plan and progress toward developing the Portland Plan. This memo contains background information followed by a brief project update.

BACKGROUND

Portland has a long tradition of shaping its future through thoughtful planning. Much of what the community values about Portland is, at least in part, the legacy of the 1972 Downtown Plan, the 1980 Portland Comprehensive Plan and the 1988 Central City Plan. However, these plans were only intended to guide the city's growth over a 20-year period. Consequently, they are largely outdated. Since the plans were adopted, the City annexed about 23,000 acres in east Portland and added about 170,000 residents. In addition, major issues have emerged since the plans were adopted, such as climate change, transition from the cheap oil era and globalization of the economy. We are also faced with increased costs of living, public health challenges, forecasts of substantial population growth and increased diversity, and social equity issues.

On November 13, 2007, the state Department of Land Conservation and Development (DLCD) directed Portland to undertake Periodic Review. This entails evaluating Comprehensive Plan provisions and implementing regulations (e.g., zoning) pertaining to economic development, housing, public facilities, transportation and urban development to determine whether they are consistent with state law. The state required the City Council to adopt a Periodic Review work program addressing any Comprehensive Plan deficiencies and an associated public involvement work program by August 11, 2008 and submit them to DLCD for review and approval.

Merely updating the Comprehensive Plan to comply with state law will not provide the City with the coordinated, comprehensive guidance document it needs to prepare for the opportunities and challenges that lie ahead or achieve the community's aspirations for the future. Consequently, on November 13, 2007 staff and the Planning Commission presented to the City Council a proposal for updating and integrating the Comprehensive



Plan, Central City Plan, a city-wide Economic Development Strategy, and a coordinated 20-year infrastructure plan as part of a consolidated Portland Plan. The City Council supported the initial Portland Plan proposal.

On April 22, 2008 the Planning Commission held a public hearing regarding the state mandated assessment of the current Comprehensive Plan.

On June 24, 2008 the Planning Commission conducted a public hearing regarding the proposed Portland Plan and Periodic Review work programs. At the end of a work session on July 8, 2008 the Planning Commission forwarded their recommendation to the City Council.

On August 6, 2008 the City Council conducted a public hearing regarding the proposed Periodic Review work program (which identifies only those tasks necessary to respond to state Periodic Review requirements) and the public involvement work program. Following the hearing, the City Council approved the work programs. The City Council indicated that they would consider the overall Portland Plan work program at a later date.

Public involvement to date. Numerous public outreach activities have been conducted thus far, included the following:

- *Meetings with groups.* The Bureau of Planning conducted dozens of meetings with neighborhood and business groups, the Vision to Action Coalition and groups identified through the Five Year Plan to Increase Community Involvement. At these meetings, staff explained the proposed Portland Plan, inquired about the best ways to engage the groups in the planning process, and gave attendees an opportunity to identify topics that they want addressed in the plan.
- *Workshops.* During May, 2008, staff conducted nine workshops to give community members an opportunity to help scope the Portland Plan. Seven of the workshops were oriented to neighborhoods, one was tailored to the business community and another was directed toward youth. At these public meetings, attendees had the opportunity to:
 - learn more about the proposed Portland Plan and opportunities to be involved;
 - learn about existing conditions and local and global trends that will likely influence the city in coming years;
 - identify issues, needs, desires and opportunities that they want addressed in the planning effort; and
 - participate in facilitated discussions about the issues they identified and brainstorm and evaluate possible ways of addressing those issues.

On July 22nd, staff conducted a Central Portland Plan Open House and Workshops to give community members an opportunity to identify places in the Central City to preserve, enhance and create. Nearly 100 people attend the afternoon and evening workshops. The open house was also an opportunity to share ideas on the Central Portland Plan, Central Portland Transportation Plan, and the River Plan's Central Reach.



- *Summits.* In June 2008, staff from several bureaus and the Mayor's Office conducted three summits attended by more than 500 community members who participated in 56 facilitated group discussions.
 - On June 6, 2008, staff apprised roughly 400 community leaders of existing conditions, trends and issues that will likely influence Portland in coming years. Svend Auken, the keynote speaker, explained how Denmark confronted some of the challenges Portland now faces. A panel of local experts responded to his ideas and discussed their implications for Portland. Attendees participated in one of six facilitated discussions addressing land use and urban design; transportation and infrastructure; social, health and cultural issues; housing; economic prosperity; and environment and sustainability. Participants in the discussion groups weighed in on the major issues, suggested others, and discussed potential solutions and opportunities.
 - On June 14, 2008 staff conducted two neighborhood summits similar to the June 6 summit. Approximately 100 Portlanders attended those events.
- *visionPDX.* Thousands of community members expressed their values and aspirations for the future through the visionPDX process. These comments have been compiled and analyzed and will be reflected in the formulation of the Portland Plan.
- *Public hearings.* On April 22, 2008 the Planning Commission held a public hearing regarding state mandated assessments of the current Comprehensive Plan and Central City Plan. On June 24, 2008 they held a hearing regarding the proposed Portland Plan, Periodic Review and public involvement work programs. As previously noted, on August 6, 2008 the City Council held a public regarding the proposed Periodic Review and public involvement work programs.
- *Central Portland Community Survey.* Between August 5 and October 6th, staff conducted a Central Portland Community Survey to enable community members to respond to questions regarding the Central Portland, including purpose to visit; their satisfaction levels; ideas for places to preserve, enhance, and create; and bold new ideas. Surveys were conducted at 64 events or sites throughout Portland as well as online and more than 2,500 surveys were completed.

PROJECT UPDATE

The Portland Plan is intended to implement Portlanders' vision for the future, as expressed through visionPDX (2007) and ongoing public input, and comply with state-mandated Periodic Review. It will provide a strategic, holistic and integrated approach to solving community issues and realizing opportunities; thereby enabling the City and community partners to align and prioritize their efforts and investments in the most effective manner to realize the community's aspirations for the future.

The Portland Plan will have three main components: an overarching City Strategy, an updated Comprehensive Plan and an updated Central Portland Plan. A compilation of baseline conditions, analysis of relevant local and global issues, trends and topics, and limited set of pilot projects will provide the foundation for the plan's development.



The Portland Plan project schedule is depicted in Attachment 1. A description of the project components is contained in Attachment 2. Today, staff will focus on the following:

A. Status of the Periodic Review Work Program

1. As previously noted, on August 6th, 2008, the City Council approved the Periodic Review and public involvement work programs for submission to the state.
2. Formal state approval of the work programs is expected by the end of year. (Staff has been working with the state to come to agreement regarding the extent of wetland mapping that will be required under Periodic Review.) The City will have three years to complete the project following state acceptance of the work program.
3. The state advisory committee on public involvement has recommended approval of the City's public involvement work program, including the Community Involvement Committee proposal (described under D below).
4. The state approved a \$100,000 grant to perform a state mandated economic opportunities analysis.

B. Baseline Conditions, Trends and Issues

While staff awaits formal state approval of the Periodic Review work program and further City Council direction, we have focused on compiling an inventory of relevant existing conditions required under Periodic Review and analysis of issues and trends of importance to the community. This work will culminate in a conditions, trends and issues report. The report will provide a factual assessment of relevant current conditions, trends, and Portland's challenges and opportunities. The report will provide a solid foundation for the development of the City Strategy, Comprehensive Plan and Central Portland Plan as well as satisfy state Periodic Review requirements. It will include both technical studies and easy to read summaries that provide key information for community members participating in the planning process.

Staff is also compiling a baseline data to help identify the elements of a successful city, assess our current performance, and inform the development of a City Strategy for becoming the community we aspire to be. This information will also provide a basis for developing performance measures that will be used to monitor and adjust the City Strategy, plans and implementation program in future years.

The state requires that the products of tasks specifically included in the Periodic Review work program be approved by the City Council and forwarded to the state for their review and approval. Therefore, early next summer, staff will present for City Council consideration state mandated inventories and studies.

- C. City Strategy. The City Strategy will be an overarching, focused strategy to move from Portland's current baseline condition to the desired future. It will be instrumental in shaping how Portland grows, operates and evolves. Mayor-elect Adams has indicated that he wants to explore the possibility of partnering with other governments (such as the County and the school districts) to develop a strategy that effectively addresses community problems and opportunities that do not fully fall



under the purview of any one entity. The Mayor-elect indicated that he will initiate discussions with potential partners early in 2009.

The City Strategy will focus on the critical issues that must be resolved in order to improve Portlanders' collective quality of life. The complementary Comprehensive Plan and Central Portland Plan will address finer grain topics and issues of importance to the community. The City Strategy will include a series of individual strategic directions, key catalytic projects, benchmarks and performance measures to measure progress and guide course corrections as needed. The City will use the City Strategy to focus investments and other implementation measures.

Preliminary research suggests that a City Strategy should include:

1. A community vision;
2. Baseline data;
3. Focused strategic directions;
4. Performance measures for community indicators; and
5. Strong internal links and a feedback loop.

D. Outreach Strategy. The Public Involvement Work Program approved by the City Council provides for extensive public involvement. It describes the purpose of public involvement during each phase of the project and the methods proposed to involve the community. Key aspects of the public involvement strategy include:

1. Going to the community;
2. Improving access to underrepresented communities;
3. Creating leadership and volunteer opportunities; and
4. Transparency and accountability.

As previously noted, the Public Involvement Work Program also calls creation of a Community Involvement Committee to help guide public involvement throughout the planning process. The committee will review and refine proposed public involvement activities and make course corrections as needed to ensure that the community has meaningful opportunities to be involved in the formulation of the Portland Plan. Currently, applications for the committee are under review.

Recent refinements to the public involvement work program are identified in the attached memo (Attachment 3).

Attachments:

1. The Portland Plan work program diagram.
2. Portland Plan work program description.
3. Public involvement update.

