

Public Involvement Plan

N/NE Quadrant and I-5 Broadway/Weidler Plans



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I. Introduction

This public involvement plan will guide the joint planning process initiated by the City of Portland and Oregon Department of Transportation for the N/NE Quadrant of the Central City, including the I-5 freeway corridor in the area. The overarching goal of the involvement program is to ensure there is an open, balanced and fair process that provides residents, property owners, businesses, community organizations and other interested parties convenient and meaningful opportunities to inform the planning process. A draft public involvement plan was considered by project's Stakeholder Advisory Committee (SAC) at its September and October, 2010 meetings and SAC recommendations were incorporated into this document. Several Committee members expressed an interest in providing more input about public involvement efforts as the process unfolds. The Public Involvement Plan will remain a working document to ensure that new ideas and approaches are incorporated as needed throughout the planning process.

II. Project Description and Background

II.A. Overview

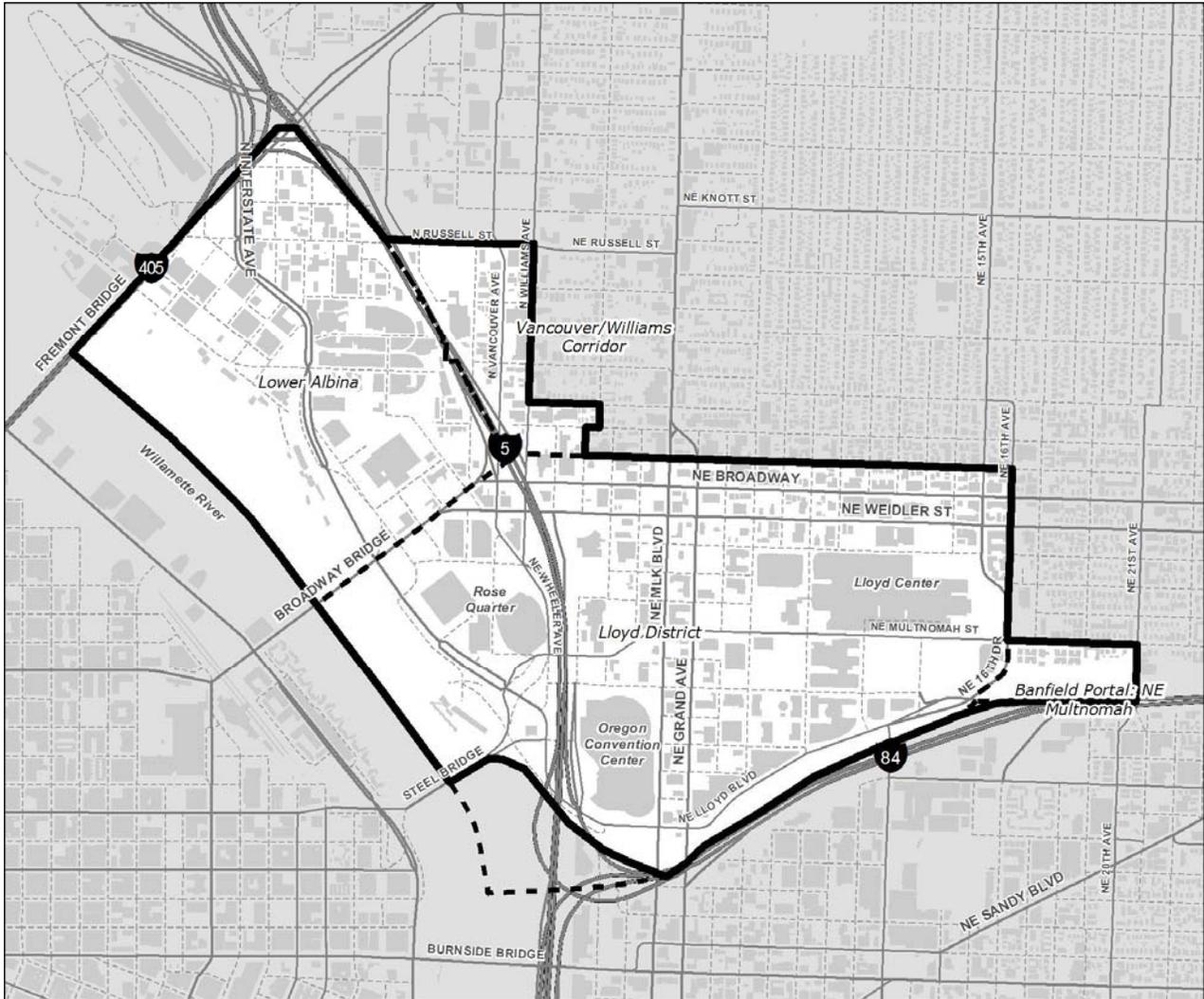
Central City 2035 is an update to the 1988 Central City Plan, which provides the existing policy framework for downtown and central areas of Portland. The first phase of CC2035 will produce a Concept Plan that will define the desired overall direction for development for the entire Central City. The Concept Plan will be the foundation for more detailed planning and implementation work at the sub-district level. The N/NE Quadrant and I-5 Broadway/Weidler Plans are the first of these more focused plans, covering Lower Albina and the Lloyd District. Although this area contains significant facilities and functions of state-wide and regional significance, including the Rose Garden, Oregon Convention Center, Lloyd Center Shopping Mall, federal, state and regional government offices and significant transportation infrastructure, this area has not met Central City Plan economic development goals and jobs and housing targets. The N/NE Quadrant & I-5 Broadway/Weidler Plans will address land use, urban design, transportation, public infrastructure and investment, and development entitlements. It will be coordinated with and incorporate ongoing related efforts, such as the Rose Quarter Development Project.

The Oregon Department of Transportation (ODOT) has long identified the need to make improvements to the I-5 Corridor. In the late 1980's, ODOT developed for the Rose Quarter area freeway-design recommendations to address capacity, operational, and safety issues. However, these recommendations have not received sufficient funding or public consensus to advance planning and engineering studies for this freeway segment. As part of the I-5 Partnership Plan, ODOT with the Washington Department of Transportation (DOT) examined longer-term I-5 needs from the Rose Quarter to SR500 in Clark County. The segment south of the Fremont Bridge was separated from the I-5 Partnership because of issues related to the I-5/405 Freeway Loop. ODOT with the City of Portland completed the I-5/405 Freeway Loop Study in 2005. This study recognized both near-term and long-term issues for this facility. Near-term issues included addressing the bottleneck at the I-5/I-84 interchange.

The City of Portland and ODOT will collaborate on combining the Portland Central N/NE Quadrant Plan with the ODOT I-5 Broadway/Weidler Interchange Plan to seek to identify both near-term and long-term land use, urban design, and transportation needs in the area. This unique opportunity will integrate land use and urban design planning with freeway planning and concept-level engineering.

II.B. Study Area

The project area includes two existing Central City subdistricts: Lower Albina and the Lloyd District. The plan will also consider two adjacent areas likely to see significant change through redevelopment in the future, which could impact or be impacted by development in the Central City: a portion of the Vancouver-Williams corridor and the Banfield Portal area at NE Multnomah between NE 16th and NE 21st. The plan will also consider the context of surrounding districts and neighborhoods.



II.C. Project Goals and Anticipated Outcomes

The Central N/NE Quadrant and I-5 Broadway/Weidler Plans will help fulfill Portland Plan and Central City 2035 policy goals to support and enhance a vibrant Central City at the heart of the metropolitan region. It will support and balance social, economic development, land use, transportation and environmental goals and policies at the local, regional and state level, including the City-County Climate Action Plan and the City's Economic Development Strategy.

To achieve these goals the project will:

- Revisit and update the current goals and policies for the district as described in the Central City Plan (1988) with subsequent amendments and other relevant policy documents within the policy framework of the Central City Plan update.
- Develop a district urban design framework and open space plan.
- Develop a transportation plan, including demand management strategies, and inform changes to the Central City Transportation Management Plan (CCTMP).
- Identify needed local system infrastructure improvements.
- Develop broad agreement around street circulation, freeway access, ramps, freeway operations and other topics for the Broadway/Weidler Interchange area.
- Produce a facility plan with a conceptual layout of the I-5 Broadway/Weidler Interchange area with engineering sufficient to determine feasibility and the right of way impacts.
- Revisit, and if necessary, recommend comprehensive plan and zoning designations, development standards, and design guidelines that should be incorporated into the Central City 2035 Plan.
- Incorporate plans for a redeveloped Rose Quarter (conceptual plans under development concurrently with the larger Central N/NE Quadrant and I-5 Rose Quarter Plans.)
- Coordinate and integrate relevant findings with the River Plan / Central Reach project.

II.D. Previous Planning Efforts

Previously adopted plans and policy documents at the state, regional and local level will guide planning for the N/NE Quadrant. Selected plans that are relevant to the specific geography of the N/NE Quadrant include:

- Central City Plan (1988)
- Proposed Oregon Convention Center Area Development Strategy (1988)
- Oregon Convention Center Urban Renewal Plan (1989)
- Albina Community Plan (1993)
- Eliot Neighborhood Plan (1993)
- Metro 2040 Growth Concept (1995)
- Broadway/Weidler Corridor Plan (1996)
- Interstate Corridor Urban Renewal Plan (2000)
- Interstate Transportation Strategy (2001)
- Rose Quarter Urban Design Plan and Development Strategy (2001)
- Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan (2001)
- Lloyd District Development Strategy (2002)
- Lloyd District Housing Strategy (2002)
- Russell Street Improvement Plan (2003)
- Lloyd Crossing Sustainable Urban Design Plan (2004)
- Freeway Loop Study (2005)
- Development Vision for the Oregon Convention Center Blocks (2006)
- River Plan / North Reach (2010)

In addition, recently adopted citywide planning and policy documents that will guide the project include:

- Climate Action Plan (2009)
- Portland Streetcar System Concept Plan (accepted 2009, under refinement)
- Portland Bicycle Plan for 2030 (2010)

II.E. Concurrent Efforts and Coordination

The project will be coordinated with several ongoing and related public planning projects, including:

CC 2035 Related Projects

CC 2035 Concept Plan

The first phase of CC 2035, the City's update of the 1988 Central City Plan, will include a Concept Plan to serve as the foundation for development of the rest of the Plan. The Concept Plan will define the overall long range direction for development of the Central City, a new policy framework and general land use and urban design plans. It will also define the general role and expectations for the different districts that make up the Central City and inform the N/NE Quadrant and I-5 Broadway/Weidler Plans and subsequent quadrant plans. The chart on the next page illustrates the timing and relationship between the N/NE Quadrant and I-5 Broadway/Weidler Plans, the Central City 2035 Concept Plan and the Portland Plan processes.

Central City Transportation Management Plan (CCTMP) Update

The CCTMP is the adopted transportation system plan for the Central City. The plan's goals include encouraging economic growth and housing in a compact urban form in the Central City, which will limit urban sprawl and the loss of agricultural and forest land at the edge of the metropolitan area. This urban form pattern should also increase the use of alternative transportation modes resulting in fewer vehicle miles traveled by workers and residents. The CCTMP will be updated as part of the CC 2035 and quadrant planning processes.

River Plan / Central Reach

The River Plan is a multi-objective plan that will update the 1988 Willamette Greenway Plan. The Plan will address topics related to river access, water-based recreation, fish and wildlife habitat and other topics as identified. It is being carried out in phases, each focusing on a different stretch of the Willamette River. Planning for the Central Reach, extending south from the Broadway Bridge on the east bank and the Fremont Bridge on the west bank to the Ross Island Bridge, will be completed as part of the CC 2035 and quadrant planning processes.

Portland Plan

The Portland Plan is a 25 year plan that will include long-term goals and immediate short-term actions. It will also guide future City policy work, including the upcoming Comprehensive Plan update and the CC 2035 Plan. The chart on the next page illustrates the timing and relationship between the N/NE Quadrant and I-5 Broadway/Weidler Plans, the Central City 2035 Concept Plan and the Portland Plan processes.

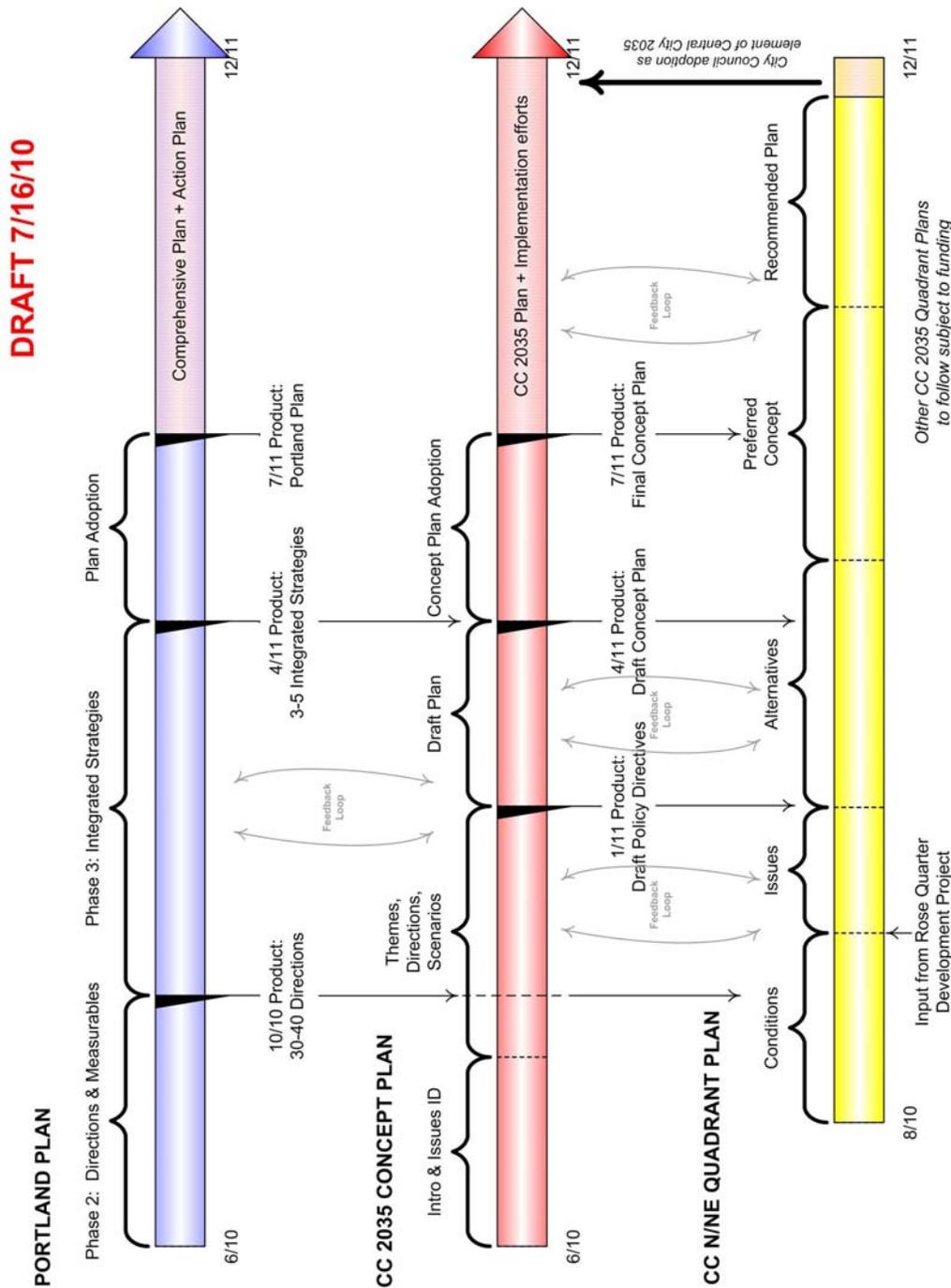
Rose Quarter Development Project

PDC is leading this community-based effort to prepare a development strategy for the Rose Quarter that will identify potential uses and the financial feasibility of future development, including the possible renovation or reuse of Memorial Coliseum. The project is building on a vision for the area to create a vibrant, pedestrian-oriented, mixed use district with year-round night and day active public uses that support the future of the Rose Quarter district, showcase leading edge sustainability practices, create jobs, provide visitor amenities, and integrate and connect with neighboring portions of the Lloyd District and Oregon Convention Center area, as well as the Willamette River and surrounding neighborhoods.

N/NE Economic Development Initiative

The North/Northeast Economic Development Initiative is a PDC project that is assessing the need for possible boundary adjustments and priorities for new investments in the Interstate Corridor and Oregon Convention Center Urban Renewal Areas, which cover portions of the N/NE quadrant. PDC is working with the community to ensure that PDC investments enhance livability and economic opportunity within the two urban renewal areas and the city at-large.

Project Coordination Chart



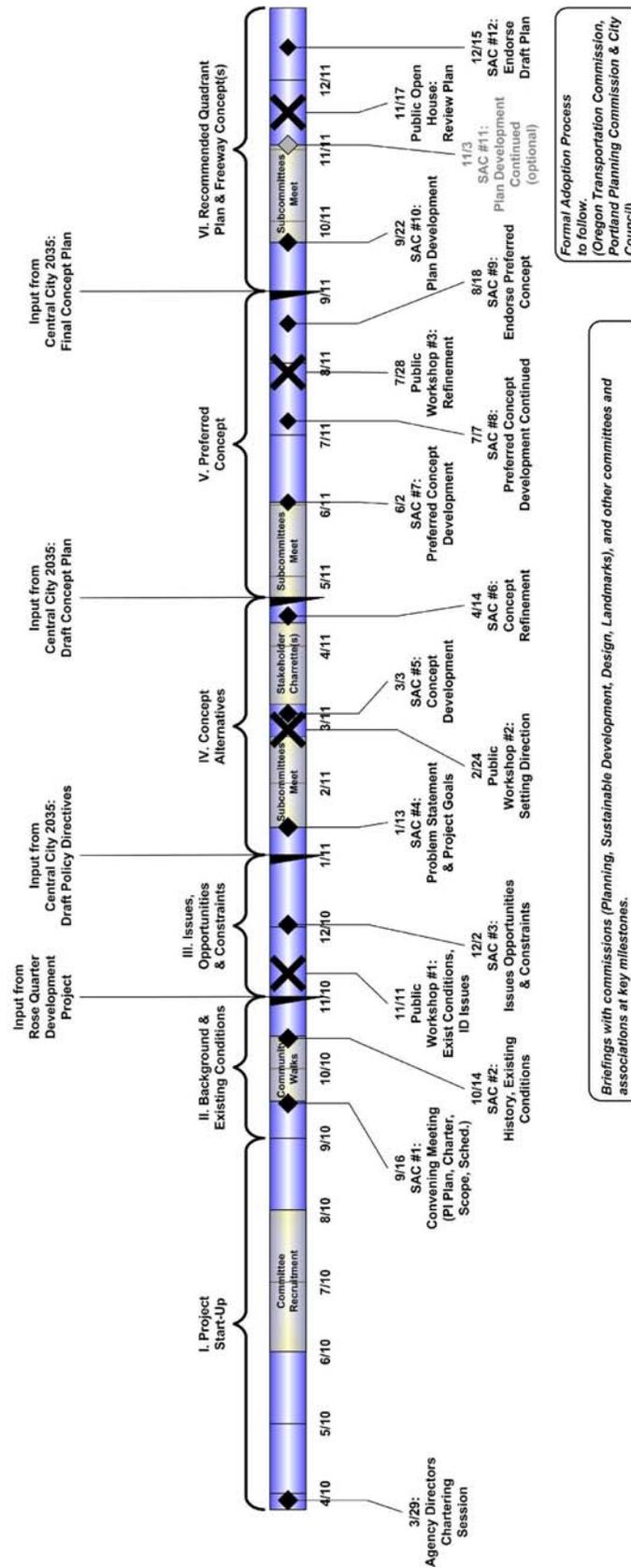
II.F. Project Budget

This planning project is a collaborative effort between the Portland Bureau of Planning and Sustainability, Portland Bureau of Transportation and Oregon Department of Transportation. The City's involvement is funded as part of the CC 2035 project through a combination of general fund and urban renewal sources. ODOT's involvement is funded through a combination of state and federal planning and preliminary engineering sources.

II.G. Project Timeline

City of Portland (BPS, PBOT)
with the
Oregon Department of
Transportation

Central City NE Quadrant Plan Timeline DRAFT
7/23/2010



III. Public Involvement Process

III.A. Public Involvement Principles and Goals

The level of interest in this project and its outcomes among key stakeholders and community members is expected to be high, particularly around freeway issues. Historically, in this study area urban renewal and freeway projects have had adverse impacts to the community. The N/NE Quadrant and I-5 Broadway/Weidler Plans process will need to be inclusive, thoughtful and responsive to public concerns and sensitivities. Therefore, public involvement strategies will go beyond informing the community about the project; they will seek to actively involve and engage the public and stakeholders, with opportunities for meaningful public input.

Principles

The public involvement efforts for the N/NE Quadrant and I-5 Broadway/Weidler Plans will be guided by the public involvement goals developed by the Community Involvement Committee (CIC) for the Portland Plan, the current long-range planning effort for all of Portland. While the N/NE Quadrant Plan, will be examining issues on a more localized level, it will incorporate the public involvement goals for the Portland Plan to facilitate consistent public involvement efforts. These goals are:

- Build on existing relationships
- Engage broader and diverse groups with education and information and provide all interested with enough education so they can meaningfully participate
- Provide multiple venues and means for community involvement and engagement
- Involve as many people as possible
- With feedback and continuous engagement throughout Portland Plan development and implementation, ensure community members are being heard

In addition, this project will strive to:

- Provide a process that is open and transparent, with a special emphasis on early involvement in providing policy-setting input
- Clearly define opportunities where the public can provide timely input so that there is an opportunity to inform policy-making and otherwise affect change
- Wherever possible, design interactive formats for meetings and ensure a balanced and fair discussion of issues

III.B. Key Stakeholders and Project Advisory Committees

The Bureau of Planning and Sustainability, working with the other project partners, will involve a variety of stakeholders and interested parties in the N/NE Quadrant planning process that have varying levels of interest in the planning process, ranging from property owners who will be directly impacted by the plan outcomes to members of the general public who want to stay informed about what is happening in the Central City.

Stakeholder Identification

The project team identified the following stakeholder categories and interests:

Affordable housing	Bicycle transportation
Business organizations	Truck freight transportation
Neighborhood associations	Rail freight transportation
Community/Civic organizations	Local transportation management assoc
Community health	Public transportation
Cultural heritage	Urban design
Environment	Historic resources
Environmental justice	Minority populations
Economic equity	Communities of faith
Organized labor	Property owners
Retail	Residents
Development	Employees
Automobile transportation	Youth
Pedestrian transportation	Seniors

Stakeholder Advisory Committee (SAC)

A Stakeholder Advisory Committee (SAC) will be one of the primary means of ensuring that the public has opportunities to provide meaningful input into the planning process. SAC members were selected to represent key stakeholder interests and to create a balanced committee to guide the planning effort. All SAC members will be appointed by the directors of the Portland Bureau of Planning and Sustainability, the Portland Bureau of Transportation and the Oregon Department of Transportation Region 1 Office. The role of SAC members is to report back to and solicit input from their stakeholder groups and constituencies, represent the broader interests of those groups and promote public involvement in project events.

Subcommittees of the SAC will be formed to address specific issues, such as transportation, land use and urban design, and may include additional stakeholders with expertise and interest in the specific topic areas. Subcommittees will help frame the issues for the full SAC, especially on specific subject areas requiring more analysis and input.

The SAC and subcommittee meetings will be open to the public and have opportunities for public comment. More information about the SAC process and procedures may be found in the SAC *Collaboration Principles* (<http://www.portlandonline.com/bps/index.cfm?c=53258&a=313101>).

A Technical Advisory Committee (TAC) representing public agencies with specialized expertise related to the plan and implementation will serve as a resource for the SAC and report back to their agencies throughout the planning process.

Voting SAC members represent the following groups and interests:

- Central City Concern (Affordable housing)
- LRS Architects (Architect/Developer)
- Central Eastside Industrial Council (Business organization)
- NNE Business Association (Business organization)
- Lower Albina Council (Business organization)

Portland Business Alliance (Business organization)
 Urban League (Community/Civic organization)
 Interstate Urban Renewal Area Advisory Committee (many interests)
 NE Coalition of Neighborhoods (Cultural heritage/neighborhood interests)
 Latino Network (Environmental justice / Economic equity)
 Building Trades (Labor organization)
 Lloyd Center Mall (Major retailer)
 Lloyd Community Association (Neighborhood association)
 Sullivan's Gulch Neighborhood Association (Neighborhood association)
 Eliot Neighborhood Association (Neighborhood association)
 Irvington Neighborhood Association (Neighborhood association)
 Ashforth – Pacific (Property owner, local business, developer)
 Trail Blazers/Portland Arena Management (Property owner, local business, developer)
 American Automobile Association (AAA) (Automobile transportation)
 Bicycle Advisory Committee (Bicycle transportation)
 Lloyd Transportation Management Association (Local TMA)
 Pedestrian Advisory Committee (Pedestrian transportation)
 Oregon Commission for the Blind (Disabilities)
 Portland Freight/Oregon Freight Committees (Freight transportation)
 Union Pacific Railroad (Rail transportation)
 Oregon Trucking Association (Trucking transportation)
 American Society of Landscape Architects (Urban design)
 Audubon Society (Environment)
 Upstream Community Health (Community Health)
 At Large Members (2)

Non-voting SAC members represent the following agencies and organizations:

Oregon Department of Transportation
 Portland Bureau of Planning and Sustainability
 Portland Bureau of Transportation
 Portland Development Commission
 TriMet
 Metro
 Oregon Convention Center/Metropolitan Exposition Recreation Commission (MERC)

III.C. Public Involvement Opportunities

Events (See III.E. Public Involvement Timeline, for estimated timing. All events will be publicized on the project website)

SAC Meetings - SAC and its subcommittee meetings will be open to the public. Opportunity for public comment will be provided at SAC meetings and written public comments will be circulated to SAC members. SAC meeting materials and minutes will be posted on the project website.

Public Workshops/Charrettes - A series of three to four public workshops or design charrettes will be held at key points during the project. These will be designed to allow stakeholders and the public to engage directly in the planning process and provide input that will meaningfully shape project outcomes.

Open House - An open house will be held when a recommended Quadrant Plan and Freeway Concept(s) is developed. Staff will present recommendations, answer questions and take public comments.

Community Walks - Community walks will be led during the existing conditions phase of the planning process. Staff and community members will share their knowledge of the N/NE quadrant

with the SAC and other members of the public. The walks are also expected to prompt discussion about issues, opportunities and constraints in key areas. This input will be used to help frame issues and opportunities discussed during the planning process.

Community Group Meetings - The project team will contact community groups to inform them about the process and seek their input. Staff will ensure that interested groups are made aware of project proposals and milestones, offer opportunities for groups to submit comments and attend community group meetings at key project milestones. Staff will solicit advice from SAC members on stakeholder groups that should be included in outreach efforts.

Communication/Information Tools

Project Website - A project website has been developed and will be regularly updated: <http://www.portlandonline.com/bps/cc2035/nneq>. It will serve as a primary source of information for the public and as a means to solicit and receive public feedback. The website will include a project description, planning documents, project schedule, calendar of events, meeting agendas and minutes, links to other related planning efforts and other information as needed. It will also include a means for the public to submit comments and feedback to project staff. Project staff can also be contacted through the project email address: nnequadrant@portlandoregon.gov

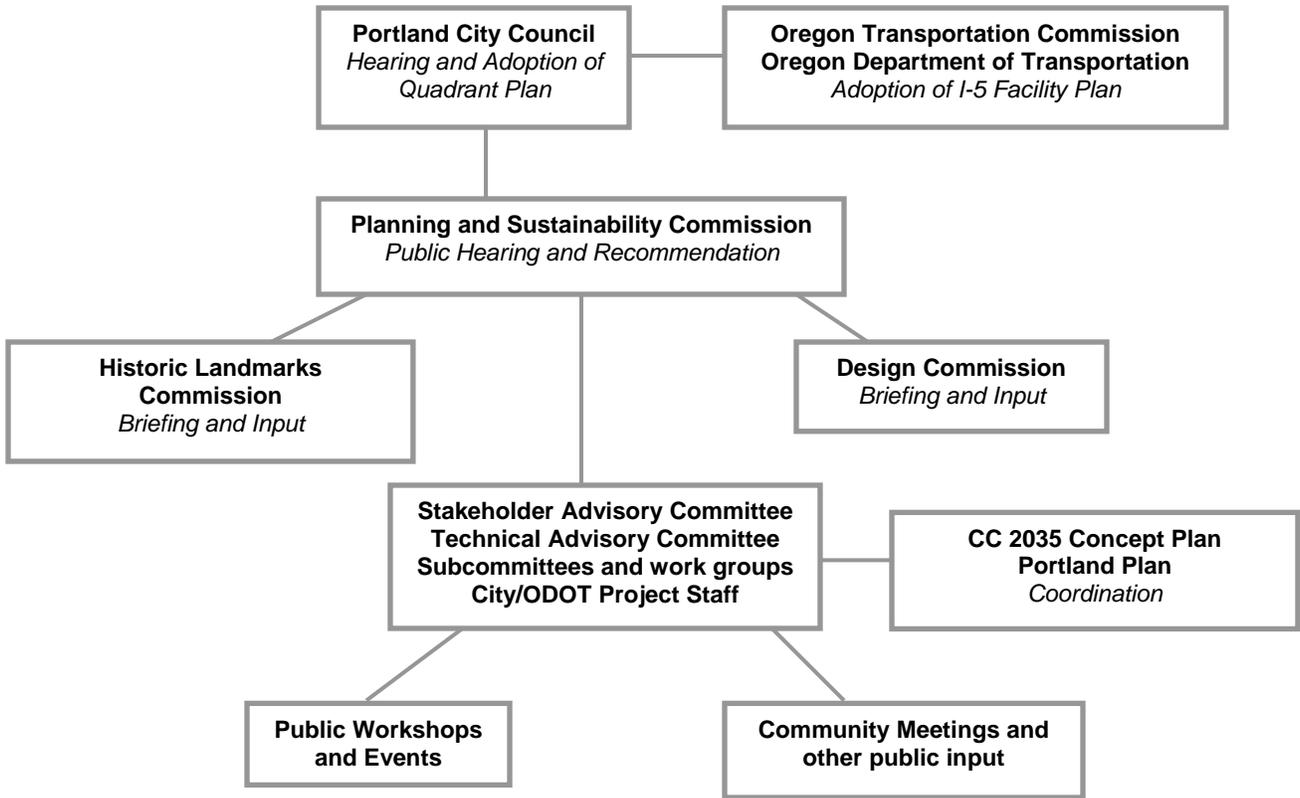
Mailings and Newsletters – An electronic mailing list will be used to provide frequent updates to interested parties regarding meetings, events and new products. Occasional articles and notices will be distributed through the BPS bimonthly e-newsletter. Hard copy notices of important events such as public hearings will be mailed to businesses and residents within the N/NE Quadrant area and other interested parties.

Media - Announcements for key events and document releases will be distributed to local media outlets (Oregonian, Daily Journal of Commerce, neighborhood newspapers and other outlets). Opportunities to advertise events in non-English publications will also be explored.

III.D. Decision Making Process

Final decisions regarding outcomes of the planning process will be made by the Portland City Council and the Director of the Oregon Department Transportation based on recommendations from staff, the Stakeholder Advisory Committee, Portland Planning and Sustainability Commission, Oregon Transportation Commission, Portland Historic Landmarks Commission, Portland Design Commission and public input. The SAC will be a major public involvement feature of this planning process, providing stakeholders direct input on recommendations that are brought forward to decision makers. Public input will also be incorporated through public workshops and other outreach opportunities with interest groups and the general public throughout the process. Briefings will be provided at key milestones to the City Commissions, and the plan will undergo a formal public hearing process before the Portland Planning and Sustainability Commission and City Council prior to adoption.

N/NE Quadrant and I-5 Broadway/Weidler Plans
Decision Making Process



III.E. Public Involvement Timeline

	Project Phase and Products	Public Involvement Tasks
4/10 to 9/10	Project Start-up Scope and Schedule Public Involvement Plan SAC Charter	Form Stakeholder Advisory Committee (SAC) Form Technical Advisory Committee (TAC) Develop project website Create project fact sheet Compile project mailing list SAC #1: Convening Meeting
9/10 to 11/10	Background & Existing Conditions Combined Technical Background Report	SAC #2: History, Existing Conditions Community walks Update website
11/10 to 1/11	Issues, Opportunities & Constraints Issues, Opportunities and Constraints Analysis	Public workshop #1: ID Issues SAC #3: Issues, Opportunities & Constraints Update website
2/11 to 5/11	Concept Alternatives Alternative Land Use, Urban Design and Transportation Concepts	Stakeholder charrette SAC #4: Problem Statement & Project Goals Public workshop #2: Setting Direction SAC #5: Concept Development SAC #6: Concept Refinement Update website
5/11 to 9/11	Preferred Concept Preferred Land Use, Urban Design and Transportation Concept and Policy Framework	SAC #7: Preferred Concept Development SAC #8: Preferred Concept Development Cont. Public workshop #3: Refinement SAC #9: Endorse Preferred Concept Update website
9/11 to 12/11	Recommended Quadrant Plan & Freeway Concept(s) Proposed N/NE Section Plan and I-5 Broadway/Weidler Recommendations	SAC meeting #10: Plan Development SAC meeting #11: Plan Development Cont. (optional) Open House: Review Plan SAC meeting #12: Endorse Draft Plan Update website
to follow	Legislative Process and Adoption Adopted N/NE Section Plan and I-5 Broadway/Weidler Recommendations	Legal notices and general mailings Briefings Public hearings

IV. Accountability and Evaluation

IV.A. Feedback Loop

Staff will compile public input and comments throughout the planning process and make them available to the Stakeholder Advisory Committee on an on-going basis. Stakeholder Advisory Committee Meeting minutes will be posted on the project website on a regular basis and public input will be summarized and posted on the project website at key milestones. The project team will brief commissions and decision-makers on the progress of the plan, results of outreach efforts and public input at key points in the planning process and during the formal hearing and adoption process. These briefings will describe input received from SAC meetings and comments collected through the website, workshops and other venues. In these briefings, and in plan reports, staff will describe how the project has responded to public feedback. Commission and Council decisions will be communicated to stakeholders and the general public through the website, electronic/hard copy mailings and local media outlets.

IV.B. Public Involvement Evaluation

The project team will evaluate the Public Involvement Plan from time to time to determine if changes are needed to achieve the stated goals and objectives. The following evaluation tools will be used:

- **Debriefs** with project staff after meeting and events to discuss outcomes and agree on improvements for future activities.
- **Informal feedback** from stakeholders and interested parties about the process will be sought on a regular basis.
- **Questionnaires** will be used to obtain feedback from SAC members and from the public who attend workshops.

The Public Involvement Plan will remain a working document to ensure that new ideas and approaches can be incorporated as needed throughout the planning process.