

# Institutional Zoning Project Public Involvement Plan

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## I. Introduction

This public involvement plan will guide the Advisory Committee and Public stakeholder process for the Institutional Zoning Plan. The overarching goal of the involvement program is to ensure there is an open, balanced and fair process that provides community members, businesses and other interested parties convenient and meaningful opportunities to participate in the planning process. This public involvement plan is a working document that will be revised as new ideas and other adjustments are identified.

## II. Project Description and Background

The Bureau of Planning and Sustainability will work with an advisory group of agency, institutional and neighborhood representatives to review and update the City's development review process and standards as they are applied to the city's campus institutions. At the same time specific infrastructure (transportation) impediments to institutional growth will be identified and presented for inclusion in the City's Capital Improvement Programs including the Transportation Systems Plan.

This project will develop new campus institution zoning procedures and standards, and identify infrastructure investments that could facilitate institutional employment growth. In doing so, the project will address two areas of concern related to the City's colleges and hospitals:

- 1) **There is a shortfall of available development capacity.** Health care and education make up 24% of all Portland jobs. Nearly half of these are concentrated in 19 large campuses (10+ acres in size) located across the city. Continuing recent trends, health care and education are projected to be the city's leading job growth sectors over the next 25 years with a forecasted 53,000 new jobs, including 23,400 jobs in the 15 campus institutions located outside of urban centers. The Employment Opportunities Analysis (EOA) adopted by the City as a background document to the Comprehensive Plan indicates that current zoning provides only 81% of the capacity required to meet forecasted demand through 2035. Most of this shortfall is related to hospital/health care facilities.
- 2) **The existing development review procedures are cumbersome for the institutions and frustrating for surrounding neighborhood interests.** New development on college and hospital campuses is typically authorized through a Conditional Use Master Plan or Impact Mitigation Plan. Representatives of both colleges and hospitals have indicated that the current development review processes are cumbersome and cause them to make decisions that are in conflict with their business needs. At the same time adjoining neighborhood interests are concerned that the existing review processes fail to adequately protect them from negative off-site impacts or promote campus design and land uses that contribute to the surrounding neighborhoods.

## III. Project Location

This project will focus on Portland's 15 major campus institutions located outside the Central City and off of Marquam hill. Portland State University and the Marquam Hill Campuses are omitted from the effort because their underlying zoning, a mix of Central City Commercial (CXd) and Central City Residential Zones (RXd) do not confront the same barriers presented by the low density residential zoning applied to many of the remaining institutions.



## V. Project Duration

12 months to Planning Commission Review

During this time staff will develop alternative development review frameworks for consideration by the Advisory group, identify the preferable option(s) and codify these revisions for consideration by the Planning Commission. Final review and adoption by the City Council will be coordinated to coincide with the adoption of the new Comprehensive Plan and other Task 5. implementation projects

## VI. Project Timeline

The public process for the Institutional Zoning Update Project began in the fall –winter 2013 with project scoping and formation of the Project Advisory Group (PAg). The planning process will occur in four phases and is expected to end in late 2014.

Timeline	Work Scope	Public Involvement
<b>Project Preparation:</b> fall –winter 2013	Finalize work plan including public outreach strategy. Form advisory group	Staff presentations to neighborhood associations, institutions, and interested community groups
<b>Phase I:</b> Review Existing Conditions, Needs and Opportunities <b>winter 2014</b>	Existing conditions review, needs and opportunities assessment	2X PAG meetings, targeted outreach as needed;
<b>Phase II:</b> Explore Zoning and Neighborhood Impact Mitigation Alternatives  <b>Winter - Spring 2014</b>	Identify alternative zoning and impact mitigation regulatory structures and development standards	2X PAG meetings, public event #1, targeted outreach as needed, brief PSC
<b>Phase III:</b> Identify Preferred Land Use and Transportation Options: Refine Preferred Alternative(s).  <b>Summer-Fall 2014</b>	ID & refine preferred land use and transportation approaches	2X PAG meetings, public event #2 targeted outreach as needed,
<b>Phase IV:</b> Codify results from Phase III and present to PSC for consideration and recommendation to Council <b>Winter 2014</b>	Advance Preferred Land Use and Transportation Alternatives for codification and infrastructure investment to CSP	PAG meetings as needed, PSC public hearing

## VII. Public Involvement Process

The Bureau of Planning and Sustainability, working with the other project partners, will involve a variety of stakeholders and interested parties in the Campus Institutional Zoning Update Project. There are three key stakeholders that have been identified including institutions; community members—especially those with property in close proximity; and city bureaus that administer

the regulations, i.e. Bureau of Development Services (BDS), Portland Bureau of Transportation (PBOT), Bureau of Environmental Services (BES).

Stakeholders have diverse interests in the project, ranging from institutions (medical and education) to property owners and businesses adjacent to these facilities. Public involvement strategies will go beyond informing the community of the project; they will seek to actively involve and engage the public and stakeholders, with opportunities for meaningful public input.

## **VIII. Public Involvement Principles and Goals**

The Institutional Zoning Update Project process will be guided by the City of Portland Public Involvement Principles, adopted by the Portland City Council in August 2010. The principles represent a road map to guide government officials and staff in establishing consistent, effective and high quality community engagement across Portland's City government.

<http://www.portlandoregon.gov/oni/article/312804>

## **IX. Public Involvement Equity Framework**

To uphold the values of inclusiveness and equity, which are fundamental to our City's Public Involvement Principles and the Portland Plan, this project will strive to not only encourage participation from diverse and underrepresented Portland communities, but also apply an equity lens throughout the process. The project will do this in the following ways:

- Facilitate an early discussion with the Project Advisory Group (PAG) to :
  1. Develop a shared understanding of an equity lens and framework for the project
  2. Identify key project issues and identify the communities that are impacted
- Update the public involvement plan to include an assessment of these issues and impacted communities, prioritizing the involvement of these communities
- Incorporate strategies including but not limited to; a)joining the PAG and/or b)holding focus group discussions with these groups/individuals at key milestones during the process

(scheduled for February 13<sup>th</sup> PAG meeting as of this writing)

## **X. Key Stakeholders and their Concerns**

There are conflicting opinions on regulating campus institutions through master Plans or Impact Mitigation Plans outside of the Central City. This problem statement has been divided into the perspective of the three key stakeholders: institutions; community members—especially those with property in close proximity; and city bureaus that administer the regulations, i.e. Bureau of Development Services (BDS), Portland Bureau of Transportation (PBOT), Bureau of Environmental Services (BES).

**Campus Institutions.** Representatives of both colleges and hospitals have expressed concerns that the current conditional use and impact mitigation plan review processes are costly and time consuming, and do not provide the flexibility they require to respond to funding opportunities or changing business models. They have further expressed disappointment that the approvals they receive from the City are limited in their administrative flexibility and closed ended in their duration. This results in the need among some institutions to return frequently for master plan amendments or renewals that are out of proportion to the magnitude of their development proposals and lead to unnecessary confrontations with the surrounding neighborhoods. "We are

made to feel like visitors in our own neighborhoods even though we have been here for 100 years.”

**Community Members.** Neighborhoods and business districts rely on the conditional use process to influence decisions about development that affects their neighborhood and to ensure that campus institutions address compatibility concerns of nearby neighbors when making changes to their facilities. Community members desire the appropriate amount of citizen input to ensure that the approved plans and subsequent development do not negatively impact the surrounding neighborhood. BDS staff and BPS district planners who work regularly with the community cite that the most complaints related to Campus institutions involve the automobile (e.g. increased neighborhood traffic, use of neighborhood on-street parking,). Issues related to general increase in activity such as noise, lights and environmental degradation have also been mentioned as concerns.

**City Bureaus.** BDS is responsible for coordinating and permitting conditional use master plans and impact mitigation plans with other city agencies such as PBOT and BES to ensure each permit complies with the appropriate city regulations. These bureaus indicate that such development reviews, including modifications and extensions, often require a significant amount of staff time regardless of the magnitude of the development under consideration. These reviews often put them in the middle of larger debates between institutions and the surrounding neighborhood that involve issues outside of their respective jurisdictions.

## **XI. Other Audiences**

This Public Involvement program is open to all audiences that may be affected or have an interest in the Campus Institutional Zoning Update project. It will include efforts to reach out to other groups and individuals from underserved and underrepresented communities to encourage their awareness, understanding, and involvement in the process.

The following audiences may also have an interest in this project and will be made aware of its formation and progress:

- **Community/General public:** Interested people across the community; focusing on areas adjacent to institutions
- \_ **Neighborhood Associations and Coalitions:** Portland has 95 neighborhood associations that are served by five, independent non-profit District Coalition Offices and two City-run District Offices; focus will be on discussions with neighborhoods and coalitions with institutions
- \_ **Diversity and Civic Leadership Program:** Capacity building program involving five funded groups of community-based organizations comprised of under-represented community members, in order to increase constituent participation in the civic governance of the City;
- \_ **Interest-Based Groups:** Non-profit organizations, community and faith-based groups;
- \_ **Business:** Institutions, large employers and small businesses, business associations, chambers of commerce;
- \_ **Educational and Religious Groups:** Private schools, educational associations, faith-based groups, also partially referenced within the institutions (under business) and school districts (under governmental agencies);
- \_ **Governmental Agencies:** More than 20 government agencies, including Metro, TriMet, Multnomah County, the school districts, the Portland Development Commission and others;
- \_ **City Bureaus and Offices:** The City of Portland’s 25 bureaus and offices;
- \_ **City Officials, Boards and Commissions:** The boards and commissions serve mostly in an advisory capacity to various city bureaus and some county agencies. But some also hear

appeals, provide expertise, advocate, receive public concerns, or establish, review and enforce policies and regulations; and

\_ **Media:** Local news outlets.

## **XII. Project Advisory Group**

The Institutional Zoning Update Project will be guided by a Project Advisory Committee (PAG) charged with working collaboratively with City staff to review materials and make recommendations on the Campus Institutional Zoning Update Project. The current Advisory Group roster is attached. Advisory Group responsibilities include:

- offering guidance on targeted public outreach to hear from underrepresented and/or underserved communities in the project area
- reviewing existing conditions and selection of preferred alternative zoning and impact mitigation packages
- offering guidance on core community concerns: campus edges, transitions, and off-site impacts
- offering guidance to institutions on specific development activity and zoning standards on their campuses

## **XIII. Public Involvement Opportunities and Tools**

There will be a range of involvement opportunities and communication tools used to ensure that members of the public are able to find information and engage in the Institutional Zoning Update Project process. The community involvement opportunities will be organized to allow people to engage across a spectrum of interest levels.

The following opportunities and tools will be used, offering ways to stay informed and affect the project outcomes that facilitate the range of interest levels and meet the needs of the audiences identified.

### **Opportunities**

#### **Project Advisory Group Meetings**

The Project Advisory Group, representing the diverse interests of the project, will guide the Campus Institutional Zoning Update Project and help draft the Campus Institutional Zoning Code update. PAG meetings will be open to the public and opportunity for public comment will be provided at all PAB meetings.

#### **Neighborhood and Business Groups**

The project team will meet with community and business groups to talk about the process upon request and seek their input. Staff will ensure that interested groups are made aware of project proposals and milestones, offer opportunities for submitting comments and attend community group meetings at key milestones.

#### **Open House(s)**

At least two public events will be held to provide information to interested stakeholders and the general public at key points in the process. Other Comprehensive Plan open houses may also be scheduled to highlight the various projects underway as part of the implementation phase of the Comp Plan. This is an efficient and cost effective way for the City to receive feedback on a number of Task 5 implementation projects. Forums will be designed and venues selected that

capture the city's diverse population. It is anticipated that these will align with the release of Land Use and Transportation Alternatives. Staff will present draft recommendations, answer questions and invite public feedback.

### **Social Media**

Facebook and Twitter will be used to announce project news and promote and document events. Social Media will also be used to make connections to similar efforts, organizations and individuals in Portland.

### **Tools**

#### **Project Website**

The project will maintain a calendar of events, project updates, advisory group meeting summaries and project documents on the [BPS web site](#).

#### **Mailings and Newsletters**

An electronic mailing list will be used to provide updates to interested parties regarding meetings, events and new products. Hard copy notices of important events such as public hearings will be mailed to interested parties. Occasional articles and notices will be distributed through the BPS bimonthly electronic newsletter.

#### **Media**

Announcements for key events and document releases will be distributed to local media outlets including the Oregonian, neighborhood newspapers and other outlets.

### **XIV. Decision Making Process**

Final decisions regarding outcomes of the planning process will be made by the Portland City Council based on recommendations from staff, the Project Advisory Committee, Portland Planning and Sustainability Commission and public input.

### **XV. Accountability and Evaluation**

#### **Feedback Loop**

As part of this public involvement plan, staff will be responsible for gathering and disseminating the public's input to decision makers and back to the public at large. This is a necessary component for a successful project. Staff will compile public comments throughout the planning process. Comments will be integrated into ongoing work and reported to the Project Advisory Committee. Staff will brief the Planning and Sustainability Commission and City Council on the progress of the plan, results of outreach efforts and public input. Commission and Council decisions will be communicated to stakeholders and the general public through the website, electronic/hard copy mailings and local media outlets.

#### **Public Involvement Evaluation**

Evaluation of the public involvement will be completed upon completion. Tools for evaluation will include:

- Informal feedback from stakeholders
- Short questionnaires following events
- Advisory Committee evaluations following strategic milestones for professional feedback
- Team debriefs following meetings and events to discuss needed adjustments

<b>Campus Institution Zoning Update Advisory Group</b>			
1	Beverly Bookin	*	Consultant for Hospitals and Colleges
2	Julia Kuhn		Kittleson and Associates
3	Elizabeth Decker	*	JET Planning
4	Tamara DeRidder		Rose City Park NA
5	Justin Dollard		Portland Public Schools
6	David Ellis	*	Lewis and Clark College
7	Daniel (D.J.) Heffernan		North/Northeast Business Association
8	Rebecca Ocken	*	Portland Community College
9	Dave Johnson		Collinsview NA
10	Karen Karlsson		Northwest District Association
11	Tom Karwaki	*	University Park NA
12	Sharon Maxwell		General Contractor /Business
13	Jill PUNCHES		University of Western States
14	Marty Stiven	*	Providence Hospital
15	Mike Warwick		Eliot NA
16	Pamela Weatherspoon		Legacy Emmanuel
	<b>Staff</b>		
1	Tom Armstrong	*	Planning and Sustainability
2	Steve Kountz	*	Planning and Sustainability
3	Rodney Jennings		Transportation
4	Kurt Krueger	*	Transportation
5	Douglas Hardy	*	Development Services
			3/25/2014