



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

### **N/NE Quadrant & I-5 Broadway/Weidler Planning Process Stakeholder Advisory Committee (SAC) Collaboration Principles**

For any complex collaborative process, the participants should establish procedures to govern the process. Such agreement increases success and decreases meeting time by assuring a good faith process that explores competing needs and fashions equitable, practical, and durable solutions. This document contains the agreements of the participants in this “N/NE Quadrant & I-5 Broadway/Weidler Planning Process.”

#### **I. Process Background**

The City of Portland and the Oregon Department of Transportation (ODOT) have a unique opportunity to collaborate on land use and transportation problems in the north/northeast quadrant of the central city. This opportunity has surfaced due to concurrent interest on the part of both entities to develop a plan to address long-standing issues and new opportunities in this area.

The City of Portland will be updating its 1980 Comprehensive Plan and 1988 Central City Plan. The first phase of this process is the Portland Plan, which will be a strategic plan to guide the city for the next 25-years. The update of Comprehensive Plan will follow the completion of the Portland Plan. The Central City 2035 Plan (CC2035) will update the 1988 Central City Plan. The vitality of the Central City is key to state and regional policies for growth management and economic development and for addressing new policy directives such as those for peak oil and climate change. The CC2035 plan will produce new guiding policies, updated land use and urban design plans, and more detailed sub-area plans for specific Central City districts. Additionally, the Portland Bureau of Transportation (PBOT) will update the Central City Transportation Management Plan (CCTMP), which is part of the Portland Transportation System Plan (TSP), as part of this planning effort. 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 & I-5 Broadway/Weidler Plans will be 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, federal, state and regional government offices, and Lloyd Center Shopping Mall, 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.

The project area includes two existing Central City Plan (sub) Districts:

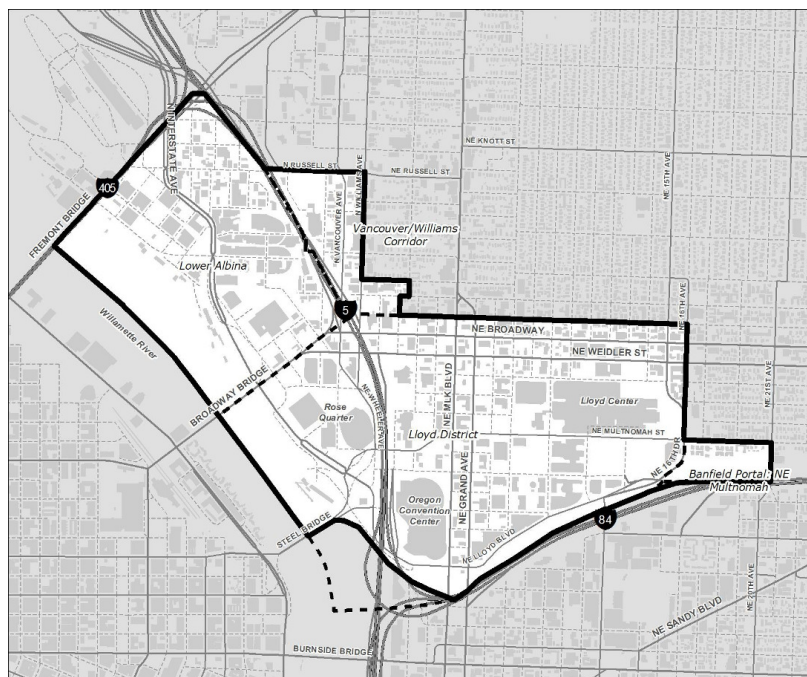
- 1) Lower Albina, and
- 2) Lloyd District.

Additionally, the planning study area will consider two adjacent areas likely to see significant change through redevelopment in the future and which could impact or be impacted by development in the Central City:

- 1) Vancouver-Williams, and
- 2) Area along NE Multnomah-between NE 16<sup>th</sup> and NE 21<sup>st</sup>. (see map).

Finally, the plan will consider the context of surrounding districts and neighborhoods.

A map of the project area follows:



## **II. Project Goals Statement**

The Stakeholder Advisory Committee (SAC) adopted a Project Goals Statement that can be found at <http://www.portlandonline.com/bps/index.cfm?c=53634&a=337750>.

## **III. Stakeholder Advisory Committee (SAC) Charge and Scope of Work**

### **A. Charge**

The SAC is advisory to the City and ODOT and it will help inform City and ODOT staff in the development of their recommendations to the respective decision-making entities. City and ODOT staff recommendations to their respective decision-makers will highlight areas of agreement and disagreement with the SAC and other stakeholder interests. The co-chairs of the SAC will represent the recommendations of the SAC to City and ODOT decision-makers in conjunction with City and ODOT staff reports. The City and ODOT will have ultimate responsibility for decision-making.

### **B. SAC Scope of Work and Timeline**

The Stakeholder Advisory Committee (SAC) adopted a Scope of Work that can be found at <http://www.portlandonline.com/bps/index.cfm?c=53634&a=340106>. The project timeline can be found at <http://www.portlandonline.com/bps/index.cfm?c=53265&a=312611>

While it is the intent of the City-ODOT project team to conclude this planning process within a one and one half year period, it is impossible to contemplate all eventualities. As a result, the dates shown in the attached work plan are projected, not fixed.

### **C. Public Involvement Overview**

A detailed Public Involvement Program for this joint planning process can be found on the joint project website <http://www.portlandonline.com/bps/cc2035/neq>. As the City and ODOT staff involves the broader community in the issues that the SAC will be exploring, they will be providing summaries to the SAC for their consideration and comment.

## **IV. SAC Membership and Support**

### **A. Members**

The SAC has broad representation and is balanced to reflect many diverse interests and those who may be impacted by decisions made during the planning process. On behalf of Portland Mayor Sam Adams and ODOT Director Matt Garrett, the City's Director of Planning and Sustainability, Susan Anderson, the City's Director of Transportation, Susan Keil, and ODOT's Region I Manager, Jason Tell, made the SAC appointments noted in Section VIII, below.

### **B. Co-Chairs**

There will be two co-chairs. Each co-chair will chair one of the major subcommittees, as proposed in section E below. The SAC co-chairs and City and ODOT project managers will meet regularly with the SAC facilitator to schedule the work of the SAC and subcommittees, and determine the timing of the information brought before the SAC. This Coordinating Committee

will be available to make recommendations to the SAC on the logistics of the planning process, not to make substantive decisions on issues before the SAC.

### **C. SAC Alternates and Replacements**

Due to the complexity of the process, it is best to have one person represent each interest throughout the planning process to maintain continuity of discussion and recommendations. If necessary, SAC members may identify an alternate to represent them in their absence, preferably at the outset of the process.

It will be the responsibility of the primary SAC member to keep the alternate informed so they can represent their group in case the primary SAC member is absent. Alternates may attend SAC meetings, but will not sit at the main table or vote, unless they are substituting for the primary SAC member. Notice of substitution must be submitted to the SAC facilitator in advance of SAC meetings.

SAC member resignations, changes, and replacements must be submitted in writing to the SAC co-chairs by the representative interest group/organization. As noted above, Susan Anderson, Sue Keil, and Jason Tell, or those holding their positions, will make all appointments to the SAC, including replacements of existing SAC members due to resignations or extended absences, based on nominations from the process interests.

### **D. SAC Subcommittees and Work Groups**

The SAC co-chairs will determine subcommittees and their charges, time parameters, and deliverables. Subcommittees will help frame the issues for the full SAC, especially on specific subject areas requiring more analysis and input. They will be established in advance to allow adequate time for subcommittees to inform the planning process at key junctures. If broader issues are brought to a subcommittee, they will be noted in its meeting notes and not pursued without SAC approval.

Subcommittee memberships will be open to any interested SAC member once they are approved by the co-chairs. Each subcommittee should include representation from government, commercial/business, and community interests to ensure a balanced discussion. Staff will assist the subcommittee chairs in establishing agendas, making decisions on how to run the meetings, and reporting to the SAC on the subcommittee's work and recommendations within the established timeframe to keep the planning process on schedule. Subcommittees will be encouraged to invite non-SAC and Technical Advisory Committee (TAC) members to make presentations and participate in the discussion.

City and ODOT staff will assist subcommittees with meeting locations. There will be advance notice of all subcommittee meetings posted on the project website as soon as scheduled. These meetings will be open to the public and will include, at a minimum, one public comment period. Staff will assist subcommittees in preparing summary notes of meeting discussions and decisions for posting on the project website within one week of the meeting. The SAC facilitator will be available to assist subcommittees with meeting mechanics and decision-making guidance. This assistance may be requested by the subcommittee chair with the approval of the other SAC co-chair. The proposed subcommittees are:

- 1) Land Use, and
- 2) Transportation.

There also may be work groups under each subcommittee to explore more limited geographic and/or policy issues. These work groups will open to any interested person with approval of the co-chairs.

#### **E. Technical Advisory Committee (TAC)**

TAC is a resource pool of organizations and agencies with specialized expertise related to this planning process. The TAC will address specific questions raised by the SAC, staff, and SAC subcommittees. TAC members will serve as resources to SAC subcommittees related to their area of expertise. The City and Project staff will brief TAC and hold TAC meetings, as needed. Project staff will report to the SAC on TAC meetings. TAC meetings are open to the SAC and the public.

#### **F. Retained Technical Consultants**

ODOT retained URS to serve as technical consultants.

#### **G. Project Staff**

The City and ODOT will staff the SAC process. A list of project staff and their roles can be found at [www.portlandonline.com/bps/cc2035/neg](http://www.portlandonline.com/bps/cc2035/neg). Their goal is to provide a process that will be open, honest, and transparent with a special emphasis on early involvement in providing policy-setting input.

The project staff commits to:

- 1) Clearly define opportunities where the public can provide timely input so that there is an opportunity to affect change.
- 2) Be accessible, inclusive, meaningful, regular, timely, open, fair, and honest. This includes providing information in as much advance as practical.
- 3) Ensure a collaborative involvement process between the City, ODOT, and stakeholders, and meet the planning timelines of both the City and ODOT.
- 4) Provide an ongoing record of public input, questions and responses, as well as a mechanism to make this information available to the public.
- 5) Include periodic community-based meetings in Portland where the public will be updated on committee activities and have the opportunity to inform policy-making.
- 6) Provide the public with a way to stay involved and informed during the process.
- 7) Provide interactive meetings with small group breakouts, which distinguish between information and input opportunities in public meetings.
- 8) Wherever possible, design interactive formats for all meetings to ensure a balanced and fair discussion of issues, ensuring all perspectives are heard.
- 9) Provide the SAC with the relevant, objective information, in a timely fashion, necessary to make informed decisions. Presentations will provide the facts – pro and con – surrounding the issues in a readily understandable format.
- 10) Provide the big picture context and interconnections surrounding all issues, before asking the SAC to make a recommendation.
- 11) Be responsive to SAC requests for information and process support, be clear and transparent about staff positions, and be open to carefully considering SAC recommendations.

#### **H. The Facilitator**

An independent facilitator has been hired as a process manager by ODOT with the concurrence of the City, separately from the other consultants. He will assist the SAC co-chairs, the SAC, staff, and subcommittees. He will also facilitate SAC meetings, the Coordinating Committee, and provide advice on the public involvement program. The facilitator's "client" is the SAC process, but neither SAC membership, nor process participation is a substitute for independent legal or other professional advice. That is the responsibility of the process participants. The facilitator will be responsible to ensure the SAC process is fair, well run, and productive. The facilitator will be available as a resource to the City and ODOT for minor conflict resolution and process improvement suggestions. As a neutral collaborative process provider, the facilitator will not act as an advocate for anyone on any substantive issue. However, the facilitator may propose substantive suggestions for SAC consideration, but will not make decisions on substantive issues.

The Institute *for* Conflict Management, Inc. (ICM, or the facilitator) has been hired for this process. ICM's Executive Director, Sam Imperati, will act as the facilitator. ICM, Sam Imperati, and any subcontractors are not employees of any participant. ICM's written contract is available for review. The facilitator will not be influenced by payment source. ODOT has agreed that his status of facilitator will not be changed without first consulting with the City and the SAC co-chairs.

The facilitator may have non-confidential, informal communications and perform facilitation activities with staff and SAC members, between and during meetings. The facilitator will address situations where it appears a participant is not acting according to these Collaboration Principles and will advise the co-chairs if it appears probable that the SAC will be unable to fulfill its Charge.

## **V. Collaboration Protocols**

### **A. Quorum**

A quorum is a simple majority of voting SAC members or their alternates. If there is no quorum, the co-chairs can cancel/reschedule or conduct the SAC meeting and send all meeting notes and materials to the members for voting at the next meeting.

### **B. Open Meetings**

Meetings of the SAC, TAC, and SAC subcommittees are open to the public and will include an opportunity for public comment. Notice of SAC meetings will be posted in advance of meetings on the joint project website. Notice of subcommittee meetings will be posted in advance of meetings. SAC and SAC subcommittee meeting summaries will be posted on the website as soon as possible following each meeting.

### **C. Public Comment**

The co-chairs or the facilitator will provide periodic public comment opportunities for non-SAC members during meetings before SAC makes a decision. Comments from the public will be limited in time to allow sufficient opportunity to conduct the other portions of the SAC agenda.

Typically, comments will be limited to a maximum of three minutes per person. The public is encouraged to submit written comments to project staff for circulation to the full SAC.

#### **D. Meeting Agendas and Meeting Materials**

The Coordinating Committee will develop Working Agendas for SAC meetings. Meeting agendas and meeting materials will be mailed and sent electronically to SAC members one week in advance of the meetings, and will be posted on the project website. SAC meetings will begin and end as scheduled.

#### **E. SAC Member Commitments to Each Other**

The SAC members, project staff and participants will participate in good faith, which means:

- 1) Prepare for and set aside time for the meetings and the whole process,
- 2) Participate fully, honestly and fairly, commenting constructively and specifically,
- 3) Speak respectfully, briefly and non-repetitively; not speaking again on a subject until all other members desiring to speak have had the opportunity to speak,
- 4) Allow people to say what is true for them without fear of reprisal from SAC members, the City, or ODOT,
- 5) Avoid side conversations during meetings,
- 6) Provide information as much in advance as possible of the meeting in which such information is to be used and share all relevant information to the maximum extent possible,
- 7) Generate and explore all options on the merits with an open mind, listening to different points of view with a goal of understanding the underlying interests of other SAC members,
- 8) Consult regularly with their interest groups/organizations and provide their input in a clear and concise manner,
- 9) Agreeing to work toward fair, practical and durable recommendations that reflect the diverse interests of the entire SAC and the public,
- 10) When communicating with others, accurately summarize the SAC process, discussion and meetings, presenting a full, fair and balanced view of the issues and arguments out of respect for the process and other members,
- 11) Success depends on a full airing of the ideas and opinions of each committee member. Members should be forthcoming and honest during discussions and in the consensus process. When a consensus recommendation is reached, each member owes it to the others and to the process to not attempt to effect a different outcome outside of the SAC process once the SAC has reached a consensus recommendation,
- 12) Strive vigorously for consensus and closure on issues, and
- 13) Self-regulate and help other members abide by these commitments.

### **VI. Decision-Making Process**

#### **A. Developing Recommendations**

The co-chairs and the facilitator will assist the SAC in identifying objectives, addressing the diversity of perspectives and developing substantive, practical recommendations to implement its Charge. The SAC will use a *Discussion Draft* process and a *Consensus Decision-Making* model to assist the process. The SAC will make draft recommendations on an “issue-by-issue” basis, and then final recommendations as a “package” at each milestone, and again at the conclusion of the process.

## **B. Representative Voting**

Each SAC member will have one vote except those non-voting members (Ex Officio members. Issue: and/or co-chairs?) A vote represents that the member will recommend to his or her organization or group that they should support or oppose the voted-upon proposal consistent with the member’s vote. The names of those voting in favor and those voting against a proposal will be noted and included in the SAC’s recommendations and the City and ODOT staff recommendations to their respective decision-makers.

## **C. Consensus**

Consensus decision-making is a process that allows SAC members to distinguish underlying values, interests and concerns with a goal of developing widely accepted solutions. Consensus does not mean 100% agreement on each part of every issue, but rather support for a decision, *“taken as a whole.”* This means that a member may vote to support a consensus proposal even though they would prefer to have it modified in some manner in order to give it their full support. Consensus is a process of *“give and take,”* of finding common ground and developing creative solutions in a way that all interests can support. Consensus is reached if all members at the table support an idea or can say, *“I can live with that.”*

### **C.1. “1-2-3” Consensus Voting Method**

The co-chairs and facilitator will assist the SAC in articulating points of agreement, as well as articulating concerns that require further exploration. SAC will use a **“Consensus Voting”** procedure for testing the group’s opinion and adjusting proposals. In **“Consensus Voting,”** the co-chair or the facilitator will articulate the proposal. Each SAC member will then vote “one,” “two,” or “three,” reflecting the following:

- **“One”** indicates **full support** for the proposal as stated.
- **“Two”** indicates that the participant **agrees with the proposal as stated, but would prefer to have it modified in some manner in order to give it unconditional support. Nevertheless, the member will fully support the consensus even if his/her suggested modifications are not supported by the rest of the group because the proposal, taken as a whole, is worthy of support, as written.**
- **“Three”** indicates **refusal to support** the proposal as stated.

The co-chairs or facilitator will repeat the consensus voting process, as reasonably necessary, to assist the group in achieving **consensus** regarding a particular recommendation, so that all members are voting “one” or “two.”

### **C.2. Cooling-Off Period**



If a consensus is not reasonably forthcoming, the co-chairs or the facilitator may table the issue for additional discussion with constituencies, the gathering of new information, or perhaps just sufficient time to consider options more carefully. The “cooling off” period recognizes we value getting as close to consensus as possible by way of dialogue, clarification, and consideration of alternatives. Absent an emerging consensus, the co-chairs or the facilitator may make a recommendation for the SAC to consider taking into consideration all of the available information and views. The SAC may then revisit the issue.

### **C.3. No Consensus – Majority and Minority View**

If a consensus on an issue is still not reasonably likely, as determined by the co-chair, the votes of those present at the meeting will be taken and recorded as a majority - minority vote. Majority is defined as at least 50% plus one of the SAC voting membership in attendance. The proposed language and reasoning supported by the majority will be noted along with their names in the SAC’s recommendations. Members voting in the minority will have their names, proposed language, and reasoning noted in the Minority Report(s). The facilitator will document these issues, the differences of opinion involved, and submit the report to the City and ODOT staff for inclusion in the SAC recommendations along with other stakeholder comments.

## **VII. Additional Understandings**

### **A. Communications Outside of SAC**

SAC members and staff can refer press, public, and other inquiries to the SAC co-chairs, City/ODOT project managers, or the project website, if they desire. Additionally, project staff is available upon request.

### **B. Meeting Summaries**

The facilitator will prepare SAC meeting summaries. They will be provided electronically in draft form to the SAC for proposed correction and comment. The final meeting summaries will be posted on the project website.

The chair of each SAC subcommittee or their designee is responsible for preparing, and submitting for posting, meeting summaries on the project website within one week of the subcommittee meeting.

### **C. Public Records and Confidentiality**

SAC records, such as formal documents, discussion drafts, transcripts, meeting summaries, and exhibits are public records. This is not a mediation. It is a facilitation. As a result, SAC communications (oral, written, electronic, etc.) are not confidential and may be disclosed. However, the private documents of individual SAC members and the private documents of the facilitator that are not shared with the City or the ODOT are not considered public records and are not subject to disclosure under public records laws.

### **D. Process Conclusion**

The SAC process will conclude with submission of its recommendations to the City and ODOT, when necessary funding and resources are no longer available, or when the City and ODOT determine it is unlikely the SAC will fulfill its Charge.

**E. Amendment and Interpretation**

Amendments to this document can be made by vote of the SAC. The co-chairs or facilitator shall lead a SAC discussion designed to reach a consensus on any process dispute or proposed amendment to these Collaboration Principles.

**VIII. Signatures**

We agree:

<b>MEMBER</b>	<b>AFFILIATION</b>	<b>SIGNATURE</b>
<b>Malina Downey</b>	UPS	
<b>Bob Russell</b>	Oregon Trucking Association/Oregon Freight Advisory Committee	
<b>Bob Sallinger</b>	Audubon Society	
<b>Brock A. Nelson</b>	Union Pacific Railroad	
<b>Carolyn Briggs</b>	Pedestrian Advisory Committee	
<b>Cynthia Carmina Gomez</b>	Latino Network	
<b>Damien Hall</b>	At-large	
<b>Daniel Deutsch</b>	Alora Development	
<b>Dean Gisvold</b>	Irvington NA	
<b>Eric Lovell</b>	Uroboros Glass Studio	
<b>Gary Eichman</b>	Portland Freight Committee	
<b>Gary Marschke</b>	NNE Business Association	

<b>Gary Warren</b>	Lloyd District Community Association	
<b>Heidi Guenin</b>	Upstream Public Health	
<b>J. Isaac</b>	Trail Blazers/Portland Arena Management	
<b>Jennifer Lyman</b>	Ridership	
<b>Lloyd Lindley</b>	AIA Portland / ASLA Portland	
<b>Matt Arnold</b>	Bicycle Advisory Committee	
<b>Midge Purcell</b>	Urban League	
<b>Mike Warwick</b>	Elliot NA	
<b>Owen Ronchelli</b>	Lloyd TMA	
<b>Paul Riggs</b>	Building Trades/Columbia Pacific BCTC	
<b>Pauline Bradford</b>	Interstate URAC, NE Coalition of Neighborhoods	
<b>Sean Hubert</b>	Central City Concern	
<b>Wade Lange</b>	Ashforth-Pacific	
<b>Wanda Rosenbarger</b>	Lloyd Center Mall	
<b>Wayne Kingsley</b>	Central Eastside Industrial Council	
<b>Will Elder</b>	Sullivan's Gulch NA	
<b>William Ruff</b>	Lloyd Community Association (Also HD Residential)	
<b>Wynn Avocette</b>	At-large	