

Parkrose-Argay Development Study (Rossi Farms Development Plan)

Community Engagement Plan

October 31, 2018

City of Portland, Oregon
Bureau of Planning and Sustainability



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

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I. Introduction

This community engagement plan will guide the planning process for the Parkrose-Argay Development Study project. Including community engagement as an essential element to planning projects supports an inclusive process that is responsive to community needs using an upstream approach to minimize unintended consequences. Equitable process and representation directly contributes to more equitable outcomes for vulnerable populations. The overarching goals of the community engagement process are to inform the broader public about the project and create opportunities for the community to provide crucial considerations on their vision and concerns regarding the development of a concept master plan for the site. This community engagement plan is a working document that will be revised as new ideas and other adjustments are identified.

The Parkrose-Argay Development Study is also known as the Rossi Farms Development Plan. The project is partially funded by a Metro CET Grant for the Rossi Farms Development Plan.

II. Project Overview

The Parkrose-Argay Development Study is a project designed to create a concept plan for a walkable, affordable, family-friendly, complete neighborhood, with development focused mainly on the privately-owned 25+ acre site and smaller adjacent parcels owned by the Parkrose School District.

Project Goals:

Create a plan for a complete, walkable community-oriented development that:

- Serves community needs and provides desired goods and services.
- Includes housing serving a broad range of income levels and household types.
- Connects and supports quality living wage jobs in the area.
- Connects to nearby public services and amenities such as Parkrose High School, Parkrose Middle School, Shaver Elementary, and Luuwit View Park.

Project Objectives:

- Address community aspirations for commercial uses, services and housing.
- Address city goals to create a more complete and inclusive community.
- Link and leverage public investments in schools, parks, transit service and other amenities.
- Addresses city goals for housing that serves broad array of incomes and users.
- Engage populations that are typically underrepresented with an emphasis on low-income households and communities of color.
- Financially viable for property owners and future developers.
- Further the positive community legacy of property owners.
- Consider options that are non-conventional.

III. Past Public Outreach

The City of Portland completed the 2035 Comprehensive Plan in 2016. The plan sets the policy framework for development in Portland. The project included extensive public outreach to East Portland and other parts of the city. The plan addresses land use and development issues to accommodate growth, and includes a framework for community engagement and consideration of equity issues in planning context.

The East Portland Action Plan was a city-sponsored effort to identify actions to improve livability and address other issues in East Portland. The plan was adopted in 2009 and implementation of potential actions is furthered through ongoing advocacy. The project builds on four major themes:

- Mitigating Negative Trends
- Attaining and Sustaining Equity
- Building on Community Assets and Connections
- Capitalizing on East Portland's Place in the Region

IV. Equity Considerations

- **Public Health:** In Multnomah County, a significant percentage of adults are suffering from heart disease, diabetes and/or obesity. The design elements of public space play a large role in the promotion of healthy behaviors such as walking and bicycling and supporting the accessibility of healthy, culturally appropriate foods and clean water. As such, public health impact is considered a key priority in this project.
- **Environmental Justice:** As one of the last undeveloped urban agriculture sites of its size in the city of Portland, this plan recognizes the potential environmental, social, economic and health impacts of the project site's proposed development and seek to incorporate feedback from environmental sustainability and urban agriculture advocates to preserve some of these important elements
- **Placemaking:** Placemaking refers to a collaborative process by which we can shape our public realm in order to maximize shared value. More than just promoting better urban design, Placemaking facilitates creative patterns of use, paying particular attention to the physical, cultural, and social identities that define a place and support its ongoing evolution. Source: [Project for Public Spaces](#)

V. Role of Community Engagement

The Bureau of Planning and Sustainability, working with the other project partners, will involve a variety of stakeholders and interested parties in the Parkrose-Argay Development Study. Community input can help inform the outcome of the concept plan and future development by engaging communities to learn what features in a development are important to them.

The primary stakeholders with direct interests in the effort are:

- The Rossi, Giusto and Garre families which own the 25+ acre farm site.
- The Parkrose School District, which owns parcels in the study area and has Elementary, Middle and High school facilities in the immediate area.

Stakeholders that have interests in the project due to proximity include:

- Adjacent and nearby residents, property owners and businesses.
- **Neighborhood Associations:** Project site neighborhoods include Parkrose and Argay Terrace. Other neighborhoods in the project influence area include Parkrose Heights, Russell and Wilkes.
- **Business Associations:** Parkrose Business Association and Columbia Corridor Association.
- Historic Parkrose NPI – an economic development group affiliated with Prosper Portland

Other community stakeholders with diverse and broad interests could include:

- East Portland Action Plan – an advocacy group for East Portland interests
- Bus Riders Unite/OPAL (Organizing People – Activating Leaders)
- Self Enhancement Inc.
- Community Alliance of Tenants
- Immigrant and Refugee Community Organization (IRCO)
- Faith Settings
- Urban Farm Collective
- Multnomah County Library

The primary stakeholders are the site property owners. This group will be engaged throughout the process to provide input and feedback on development options. Input from other community groups will be used to inform aspirations for development and provide input on the development concept as it evolves. The role of the broader community is to provide advice and feedback and inform the planning team about localized conditions, needs and opportunities that may not otherwise be known.

Community input, however, will not change the fundamental scope or purpose of the project, nor is it intended to change the Comprehensive Plan designations or zoning development allowances that were adopted as part of the 2035 Comprehensive Plan.

Project Working/Advisory Group (tentative):

A Project Working/Advisory Group will be convened, composed of representatives of property stakeholders, affected communities and associations and City and regional agencies, to meet periodically and to review project documents, provide advice, and suggest refinements. This group may include the following:

- Representatives of property owners group (2-3)
- Parkrose School District (1)
- Neighborhood Associations – Parkrose, Argay (2)
- Business Associations – Parkrose, Columbia Corridor (1-2)
- Parkrose NPI (1)
- Community organizations (3-5)
- BPS Staff
- Metro Staff

Technical Advisory Group

A Technical Advisory Group will be convened, composed of representatives of City and regional agencies, to meet periodically and to review project documents, provide technical advice, and suggest refinements. This group will include:

- Bureau of Development Service
- Portland Bureau of Transportation
- Bureau of Environmental Services
- Portland Housing Bureau
- Portland Parks and Recreation

Other partners that may participate in a technical advisory capacity may include:

- TriMet
- Metro
- EPNO

Community engagement considerations

This project is a private-public collaboration. The outcomes will be largely dependent on the “property owners” personal goals and needs. Communication to community members needs to involve a level of transparency that clearly communicates the unique complexities in a private-public project as well as clear expectations on outcomes early on.

Community members may be concerned about issues such as housing affordability, residential displacement, poverty, crime, traffic and traffic safety. Communications and outreach efforts need to acknowledge this, identify all connections this project has to those areas of concern, and be ready to direct those interests in the appropriate direction if they are beyond the scope of this project.

Another consideration is that East Portland has been the focus of multiple recent and current planning projects and may be experiencing participation fatigue. Community members have been and will continue to be asked for feedback on a lot of complicated projects with confusing affiliations (PBOT, ODOT, PDC, Metro, etc.). All community engagement for this project will specify what information was gathered from past reports, why feedback is needed, how it will be used to impact the project, and how feedback will be reported out. All community engagement processes will also be planned around the question of, “what will participants get out of this process?”.

VI. Project Budget

The project is partially funded by a Metro Community Planning and Development Grant. This grant will primarily fund the consultant work on site conditions, economic analysis and market conditions, and the concept plan. Most of the community engagement for the project will be conducted by City of Portland staff, as an in-kind funding match.

VII. Project Timeline – Tasks/Milestones

1. Negotiation of Grant IGA	April 2018
2. Initial Research and Consultant RFP	September 2018
3. Selection of Consultants	October 2018
4. Site Analysis, Development Program, Design Concepts	December 2018
5. Conceptual Design and Cost Estimates	April 2019
6. Financing and Implementation Strategies	May 2019
7. Commission and Council Hearings and Action (if needed)	June 2019

VIII. Concurrent Efforts and Coordination

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

Better Housing by Design. This BPS project is revising Zoning Code regulations for the multi-dwelling zones and considering regulatory approaches to managing the scale of development in these zones and

expanding housing options. The project is exploring new zoning designations that will likely affect portions of the site in multi-dwelling zones, as well as allowed densities.

122nd Avenue Plan. This is a PBOT project. This is a corridor investment plan for the six-mile stretch of 122nd Avenue from NE Marine Drive to SE Foster Road. The City has identified the road as a High-Crash Corridor and is looking at ways to improve safety, access and transit. The Plan is also kicking off initial community engagement efforts and would like to share information and get your feedback on the plan and process.

IX. Community Engagement Principles and Goals

The City of Portland recognizes that equity is realized when identity -- such as race, ethnicity, gender, age, disability, national origin, sexual orientation-- has no detrimental effect on the distribution of resources, opportunities, and outcomes for group members in society. BPS is committed to the fair treatment and meaningful engagement of all people, regardless of income or identity, with respect to the development, implementation and enforcement of plans, policies and procedures in the course of the bureaus' work.

Fair treatment means that no group of people, including a racial, ethnic, or a socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies. Meaningful engagement means that: (1) potentially affected community residents have an appropriate opportunity to participate in decisions about a proposed activity that will affect their environment or health; (2) the public's contribution can influence the regulatory agency's decision; (3) the concerns of all participants involved will be considered in the decision-making process; and (4) the decision makers seek out and facilitate the engagement of those potentially affected.

BPS acknowledges historical injustice and context of local decision-making and supports the equitable distribution of the benefits and burdens of decisions to ensure that those most impacted from decisions have an opportunity to meaningfully participate. BPS's commitment to non-discriminatory engagement includes supporting special efforts to engage minority, low-income, women, people with disabilities, people with Limited English Proficiency, senior and youth populations.

BPS's public engagement plans, policies and practices are guided by and in conformance with the City of Portland Title VI Civil Rights Program and Plan.

In June 2013 the City Council unanimously adopted the Civil Rights Title VI Plan which included the Environmental Justice Policy and Analysis Guidelines. The City of Portland also adopted, by Ordinance, the above Non- Discrimination Policy Statement and the Non- Discrimination Agreement for Certified Local Agencies. All the above support implementation of the City of Portland's Civil Rights Code, located in Chapter 23.01 Civil Rights, which was adopted on October 3, 1991 by Ordinance Number 164709.

The process will further be guided by the City of Portland Public Engagement Principles, adopted by the Portland City Council in August 2010. The principles, below, 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>):

- *Partnership:* Community members have a right to be involved in decisions that affect them. Participants can influence decision-making and receive feedback on how their input was used.

The public has the opportunity to recommend projects and issues for government consideration.

- *Early Engagement:* Community engagement is an early and integral part of issue and opportunity identification, concept development, design, and implementation of City policies, programs, and projects.
- *Building Relationships and Community Capacity:* Community engagement processes invest in and develop long-term, collaborative working relationships and learning opportunities with community partners and stakeholders.
- *Inclusiveness and Equity:* Public dialogue and decision-making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision- and policy-making. Impacts, including costs and benefits, are identified and distributed fairly.
- *Good Quality Process Design and Implementation:* Community engagement processes and techniques are well-designed to appropriately fit the scope, character, and impact of a policy or project. Processes adapt to changing needs and issues as they move forward.
- *Transparency:* Public decision-making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.
- *Accountability:* City leaders and staff are accountable for ensuring meaningful public engagement in the work of city government.

X. Community Engagement Equity Framework

To uphold the values of inclusiveness and equity, which are fundamental to our City's Public Engagement 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 all stakeholder groups to:
 - Develop a shared understanding of an equity lens and framework for the project.
 - Identify key project issues and identify the communities that are impacted.
- Update the community engagement plan to include an assessment of these issues and impacted communities, prioritizing the engagement of these communities.
- Incorporate strategies including but not limited to: a) working group recruitment (as appropriate), and b) holding focused discussions with impacted groups/individuals at key milestones during the process.
- Materials intended for the general community will include multi-lingual messaging and resources.
- A demographic profile of the geographies covered by this project guide style, design and translation of materials and interpretation services.
- The selection of all members of advisory committees, focus groups, and other means for the public to consult and collaborate on this project will include consideration of racial and social

equity. Processes for such engagement will consider culturally-responsive approaches to maximize inclusion for diverse participants.

XI. Public Engagement Steps

Phase I – Early Information Gathering and Sharing July 2018 – October 2018

This phase consists of ongoing meetings with the primary stakeholders (owners group: Rossi, Garre, Giusto families; Parkrose School District) and early project outreach and information sharing with broader community groups. We will also collect and analyze data including demographics that allows us to identify the most vulnerable populations in the project area and assist us in completing a racial impact analysis along with any past community needs assessments or surveys completed in the last 5 years. The primary focus of this phase is to understand potential intended and unintended consequences and provide information to community members about the project. This phase also includes outreach to potential entities that could partner on or be interested in development, such as service providers, school districts, non-profit organizations, etc.

Category	Actions
Communications	<ul style="list-style-type: none"> • Consult with BPS Communications Team • Develop Project Web Site • Start Interested Parties list • Meet with Portland Community Involvement Committee
Data and analysis	<ul style="list-style-type: none"> • Begin demographic analysis • Begin collecting local ‘community needs assessment’ data and culturally specific community plan action items
Outreach and Relationships	<ul style="list-style-type: none"> • Work with owners group • Initiate contact with the following organizations (TBD) <ul style="list-style-type: none"> ○ Parkrose Neighborhood Association ○ Argay Terrace Neighborhood Association ○ Russell Neighborhood Association ○ Parkrose Heights Neighborhood Association ○ Parkrose Business Association ○ Columbia Corridor Association ○ East Portland Action Plan ○ OPAL/Bus Riders Unite ○ Community Alliance of Tenants ○ APANO ○ IRCO ○ Self Enhancement Inc. ○ Urban League of Portland ○ Agriculture/Environmental Advocates ○ Multnomah County Health Dept. ○ Others?

	<ul style="list-style-type: none"> • Identify and recruit working/advisory group • Begin and track early engagement • Make announcements at existing meetings of place-based groups • Internal outreach: Coordinate with Bureau of Development Services, Bureau of Environmental Services, Portland Parks and Recreation, Portland Bureau of Transportation and Portland Housing Bureau • Agency coordination: Metro, TriMet, PROSPER (Econ Dev)
Events	<ul style="list-style-type: none"> • Attend/table at community events
Deliverables	<ul style="list-style-type: none"> • Project website • Project Overview handout • Community Engagement Plan

**Phase 2 – Community Vision, Aspirations, Concerns, Needs, and Opportunities
October 2018 – December 2018**

This phase consists of targeted outreach to gather additional information about community aspirations, and concerns leading to the Concept Plan Development. The primary focus of this phase is to provide information and to solicit feedback on features and issues of a potential development that may be important to different community members and groups. This phase includes ongoing communication with community or non-profit organizations to broaden outreach and include perspectives of underrepresented groups. It also includes outreach to potential entities that could partner on development, such as school districts, non-profit organizations, service providers.

Category	Actions
Communications	<ul style="list-style-type: none"> • Update Project Web Site • Email to Interested Parties list
Data and analysis	<ul style="list-style-type: none"> • Explore potential project partners • Consultant survey info and economic/market analyses
Outreach and Relationships	<ul style="list-style-type: none"> • Ongoing work with owners group • Begin meetings with working/advisory group • Engage with Parkrose SD groups. • Work with community organizations to broaden outreach • Develop specific underrepresented community outreach plan and select group(s) that may be recipient of grant stipends
Events	<ul style="list-style-type: none"> • Attend meetings of established community organizations • Hold public/community event to solicit community feedback regarding vision, aspirations and issues related to the site • Consider event at Parkrose School District to engage student families • Hold focus groups or roundtables with neighborhoods and community organizations including underrepresented communities and other interests

Deliverables	<ul style="list-style-type: none"> • Project vision, aspirations and issues list
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Phase 3 – Concept Development
December 2018 – April 2019

This phase consists of community engagement in the development of the Concept Plan for the site. The primary focus of community engagement during this phase is to gather ideas and feedback on the Concept Plan.

Category	Phase I Actions
Communications	<ul style="list-style-type: none"> • Update Project Web Site • Email to Interested Parties list
Data and analysis	<ul style="list-style-type: none"> • Explore potential project partners • Consultant research on concept plan and development economics
Outreach and Relationships	<ul style="list-style-type: none"> • Ongoing work with owners group • Ongoing working/advisory group • Continue engagement with other stakeholders • Continue outreach with underrepresented communities
Events	<ul style="list-style-type: none"> • Continue working group meetings • Hold two public charrettes/workshops during concept master plan development phase
Deliverables	<ul style="list-style-type: none"> • Concept Plan • Cost estimates/pro formas • Feasibility gaps

Phase 4 – Evaluation and Legislative Process (if needed)
April - July 2019

This phase consists of evaluation of the Concept Plan for the site and initiation of any City of Portland legislative or other actions necessary for implementation.

Category	Phase I Actions
Communications	<ul style="list-style-type: none"> • Update Project Web Site • Email to Interested Parties list • Meet with Portland Community Involvement Committee
Data and analysis	<ul style="list-style-type: none"> • Explore potential implementation needs – development issues • Further work on economics/market
Outreach and Relationships	<ul style="list-style-type: none"> • Ongoing work with owners group • Continue engagement with stakeholders
Events	<ul style="list-style-type: none"> • PSC Meeting (if necessary) • City Council Meeting (if necessary)

Deliverables

- Feasibility gaps
- Zoning map (if necessary)
- Funding tools (if necessary)

XII. Public Engagement Opportunities and Tools

Besides the major public outreach components listed above, there will be a range of engagement opportunities and communication tools used to ensure that members of the public are able to find information and engage in the process. The community engagement opportunities will be organized to allow people to engage across a spectrum of interest levels:

- **Inform/Educate:** Some people are just learning of the project and want to track the process and stay up to date on the latest project news.
- **Consult:** Other people want to be slightly more involved, making sure the process and outcomes are broadly addressing the topics they are interested in and generally going in the right direction. These individuals will desire to weigh in and provide feedback at key points in the process.
- **Collaborate:** Another group of people want to be deeply involved in the ongoing project work, closely tracking the process and providing thoughtful and meaningful input into the products.

The following opportunities and tools will be used throughout the process. In addition to the opportunities and tools listed below, a variety of outreach materials will be produced for each phase. The table below displays how the opportunities will be used periodically to meet these different levels of engagement. The tools will be used consistently throughout the project to communicate project news updates and announce events.

	Community	Level of Engagement		
		Inform	Consult	Collaborate
Phase 1: Summer - Fall 2018 (Problem Definition and Relationship Building)				
	Neighbors and Associations	X		
	Underrepresented Groups	X		
	Working Group	X	X	
	Stakeholders/Owners	X	X	X
Phase 2: Fall - Winter 2018-2019 (Aspirations and Concerns)				
	Neighbors and Associations	x	X	
	Underrepresented Groups	x	X	
	Working Group	x	X	
	Stakeholders/Owners	x	X	X
Phase 3: Winter-Spring 2019 (Concept Development)				
	Neighbors and Associations	X	X	
	Underrepresented Groups	X	X	
	Working Group	X	X	
	Stakeholders/Owners	X	X	X
Phase 4: Spring – Summer 2019 (Evaluation and Legislative Process, if needed)				
	Neighbors and Associations	X	X	
	Underrepresented Groups	X	X	
	Working Group		X	
	Stakeholders/Owners		X	X

Public Engagement Tools:

Locating Venues for Broader Public Meeting Events

Staff will maximize the convenience and access of public meeting events by hosting public meetings near the project area and making sure the venues are directly on or close to one or more public transit line. Staff will provide directional signage to the specific meeting room and to the restrooms in the venue. Prior to deciding on the location, staff will field verify that the location has full and acceptable ADA accessibility. If the ADA accessible route different from the main entrance, staff will make sure it is open during the meeting and clearly marked with directional signage.

Interested Parties Email List

Staff will establish and maintain an email list for interested parties to stay informed of project milestones and engagement opportunities. Members of the public may be added to the interested parties list by including their email address on sign-in sheets at all public meetings, open houses or project events, or by requesting to join through the project email address which will be listed on the project webpage and on public outreach materials.

Staff will initiate the interested parties email list by contributing known and publicly found emails of potentially interested organizations such as neighborhood associations, business associations, and cultural groups located in or near the project areas so that they may receive project updates. They may opt-out at their own discretion.

Webpage

A project webpage will be maintained on the BPS website. Project review materials, meeting announcements and status updates will be provided on the project webpage.

Community News Outlets

Staff will try to post project information in community news outlets advertising key public meetings and project milestones, as relevant. The postings will be tailored to reach underrepresented populations. Project staff may purchase advertising or earn media for the plan and upcoming public meeting events in local community publications.

XIII. Decision Making Process

The outcomes of the Parkrose-Argay Development Study are conceptual development plans for the site. As a privately-owned property, the outcomes are not binding on the property owners. Property owners may choose to follow the concept plan, choose another path or postpone development.

Any decisions that affect public policy or funding during concept development will be identified, and the reason for the approach explained. Decisions on any elements that change allowed land uses, policies, or funding priorities will be considered by the Portland Planning and Sustainability Commission and Portland City Council.

XIV. Accountability and Evaluation

As part of this public engagement 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 made available on the website. If appropriate, 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 public through the website, electronic/hard copy mailings and local media outlets.

XV. Public Engagement Evaluation

Evaluation of the public engagement will be completed during the process and upon completion. Tools for evaluation may include:

- Informal feedback from stakeholders.
- Providing opportunities for all participants in the planning process to voluntarily report their demographic information to comply with Civil Rights laws and inform interim adjustments to diversify community engagement as-needed.
- Short questionnaires following events.
- Working group member evaluations following strategic milestones for professional feedback.
- Team debriefs following meetings and events to discuss needed adjustments.