

Improving Multi-Dwelling Development Project Public Involvement Plan

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For more information:

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I. Introduction

This public involvement plan will guide the planning process for the Multi-Dwelling Zones Project. The overarching goal of the public involvement is to inform the proposed Zoning Code changes and street connectivity approaches for multi-dwelling residential zones, particularly focusing on identifying issues and developing solutions that work for stakeholders who are typically less well-represented in planning processes. This public involvement plan is a working document that will be revised as new ideas and other adjustments are identified.

II. Project Overview

The Improving Multi-Dwelling Development Project is revising Zoning Code development and design standards that shape development in Portland's multi-dwelling zones (R3, R2, R1, RH, and RX) outside the Central City. These medium- to high-density residential zones play a key role in providing opportunities for new housing to meet the needs of a growing Portland. The project will address a range of topics, including:

- Reducing barriers to the development of needed housing (especially affordable housing),
- Open space and green elements that support healthy living environments for residents,
- Building design and scale in middle-density zones that integrates with neighborhood characteristics,
- Well-designed high-density housing in centers and corridors,
- New approaches to creating street and pedestrian connections in areas that lack them, and
- Incentives for affordable housing and desirable features.

This project will include a focus on East Portland to foster positive development outcomes responsive to the area's distinct characteristics and needs. This project and its public involvement components will be coordinated with the Portland Bureau of Transportation's "Connected Centers in Eastern Neighborhoods" project, which will be creating street plans for the Jade District and Rosewood/Glenfair centers.

This project aims to make changes to the zoning code that will allow, encourage, and/or require new development in multi-dwelling zones that will better address the needs of residents and members of the surrounding communities as identified above. The outcome will be proposed revisions to the Zoning Code and street connectivity implementation approaches.

III. Past Public Outreach

Over the past decade, multiple City of Portland projects have been undertaken that worked with the community to identify issues related to the design of multi-dwelling development and the topic of healthy, connected neighborhoods. These past projects include:

- The Infill Design Project
- East Portland Review and Action Plan
- 122nd Avenue Planning Study
- Healthy Active Communities for Portland's Affordable Housing Families Initiative
- Promoting Health Through Multi-Family Housing Project
- Powell-Division Transit and Development Project
- Various PBOT street/bicycle/pedestrian connectivity studies
- Comprehensive Plan Update

In order to respect and build on this diversity of public input, the Improving Multi-Dwelling Project will focus on creating implementation tools, such as Zoning Code regulations and street connectivity approaches, to address issues identified through these projects. The relationship between these previous projects and this project, including identification of issues and desired outcomes, will be described in the Existing Conditions Assessment Report

IV. Equity Considerations

Residents. This project is addressing regulations that shape the design of multi-dwelling housing, a type of housing in which larger proportions of people of color and low-income households live compared to the general population. Changes to multi-dwelling zoning regulations will likely have a disproportionate impact on these populations, which are often less well-represented in planning processes. Because of this context, this project will need to be sensitive and responsive to the needs of the communities who will be affected by the project and have not had proportionate ability to influence past projects. In pursuit of this, the project will be informed by extensive outreach to people of color, low-income and immigrant households undertaken as part of the healthy housing projects noted above, which identified the need for residential open spaces, housing design supportive of healthy living, and the need for better and safer connections to neighborhood destinations – especially in East Portland.

Affordable Housing. The multi-dwelling zones play an important role in providing affordable housing opportunities, which are increasingly not available in single-dwelling zones or in higher-density, mixed-use zones – especially for families. The multi-dwelling zones are the location of a large proportion of housing development by non-profit affordable housing providers. The project will involve non-profit housing developers, and will prioritize code changes that make it easier to build affordable housing.

Street Connections. Through its collaboration with PBOT's Connected Centers project, this project will develop new approaches to achieving street and pedestrian connections in East Portland, an area of the city where the lack street connectivity compromises safe and convenient connections to local destinations and transit for the area's population, which includes relatively large proportions of lower-income and immigrant communities.

V. Role of Community Involvement

The Bureau of Planning and Sustainability, working with the other project partners, will involve a variety of stakeholders and interested parties in the Multi-Dwelling Zoning process. Stakeholders have diverse interests in the project, 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 on the project and how it could impact them. The level of interest in this project and its outcomes among key stakeholders and community members is expected to be moderate.

This project will revise multi-dwelling Zoning Code regulations to make improvements in the way that new developments meet the needs of their residents and the surrounding community. Community input can inform what kind of improvements are included by providing information about what people experience when living in and around buildings built under the current code, or suggesting solutions to specific problems addressed by the project. This input can be used to help determine the content and prioritization of the list of issues to address, and the choice of proposed solutions to those issues. Community input, however, will not change the fundamental scope of the project.

Other community involvement considerations

Many community members, especially in East Portland, are likely to be more concerned about housing affordability, residential displacement, poverty, crime, and traffic safety than they are about Zoning Code development standards for new multi-dwelling development. 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 involvement for this project should specify why feedback is needed, how it will be used to impact the project, and how feedback will be reported out. All community involvement processes should 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 for \$310,500. This grant will fund some of the BPS team staff, including the project manager, and PBOT staff work on the assessment of street connectivity issues. The grant will also be funding consultants for work on urban design, facilitation, and events and translation services. In addition, the City will provide an in-kind match of \$188,750 in staff hours for work on community outreach and engagement, analysis, and management.

VII. Project Timeline – Tasks/Milestones

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| 1. Execution of Grant IGA | March 2016 |
| 2. Project Initiation and Preliminary Existing Conditions Report | September 2016 |
| 3. Completion of Existing Conditions and start of stakeholder working groups | November 2016 |
| 4. Concept Plan and Code Amendments Discussion Draft | June 2017 |
| 5. PSC and City Council hearings and adoption | November 2017 |

VIII. Concurrent Efforts and Coordination

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

Connected Centers in Eastern Neighborhoods. This PBOT project will develop street access/circulation plans for two designed centers east of 82nd Avenue, the Jade District and Rosewood, to improve the ability of residents to reach local businesses, transit stops, schools and other neighborhood destinations. The plans and related implementation approaches will serve as models for subsequent street plans for other centers citywide. This project will be undertaken in conjunction with BPS's Improving Multi-Dwelling Development Project and will utilize the same public involvement opportunities.

The Powell-Division Transit and Development Project. This is a multi-jurisdictional effort to bring enhanced bus-transit services and investments to the Powell-Division corridor. Besides transit enhancements, project goals are also about community well-being—growing healthier and safer neighborhoods and improving access to a broader range of opportunities; equity—ensuring that transit investments benefit current residents and businesses and enhance existing neighborhoods; efficiency—that this investment in enhanced bus-transit service is implemented and ultimately operated with ingenuity and flexibility and within a relatively constrained budget. The project also helped orchestrate a strategy for strengthening key places in the corridor. For Portland, this resulted in the Portland Local Action Plan. The Improving Multi-Dwelling Development Project shares the Jade District with this project as a focus area, which will necessitate close coordination.

82nd Avenue Study – Understanding Barriers to Development Project. This BPS-led project, funded in part by a Metro grant, will investigate opportunities for development and improved outcomes along the 82nd Avenue corridor, including adjacent multi-dwelling zoned areas. The study area for this project includes portions of the Jade District, which will necessitate close coordination with the Improving Multi-Dwelling Development Project.

Inclusionary Housing Zoning Code Project. This project is a collaborative effort between BPS and the Portland Housing Bureau to help meet the need for affordable housing in the city. This project will create new Zoning Code regulations that address inclusionary housing requirements, following from recent state law that allows local jurisdictions to require that a portion of housing units in new buildings with more than 20 units to be affordable to households earning no more than 80% of area median family income. The Zoning Code amendments will include density bonuses for development in the multi-dwelling zones to help offset the cost of providing the affordable units.

Residential Infill Project. This BPS project is revising Zoning Code regulations for the single-dwelling zones and considering regulatory approaches to managing the scale of development in these zones and expanding housing options in areas close to centers and corridors. Some of the single-dwelling zones share characteristics and issues with the lower- and medium-density multi-dwelling zones. Improving Multi-Dwelling Development Project staff will coordinate with this project on regulatory approaches.

Growing Transit Communities Plan. This is a PBOT project, funded by a Transportation Growth Management Grant administered by the Oregon Department of Transportation (ODOT) in partnership with TriMet. The Plan is an effort to identify and prioritize the most beneficial improvements that would make getting to the bus and using the bus, a safer and more convenient option along sections of bus lines 87, 77, and 20, which includes the Rosewood area and connections to the Jade District.

IX. Public Involvement 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 and PBOT are committed to the fair treatment and meaningful involvement 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 involvement 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 involvement of those potentially affected.

BPS and PBOT acknowledge 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. PBOT'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 and PBOT'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 of 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 Involvement 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 Involvement:* Public involvement 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:* Public involvement 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:* Public involvement 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 involvement in the work of city government.

X. 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 all working groups 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) working group recruitment, 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 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 Involvement Steps

Phase One (Problem Definition and Relationship Building)

Meetings, roundtable discussions, and walking tours with key stakeholders in Fall 2016 will:

- Introduce the project,
- Identify the problems that the project is intended to solve,
- Check assumptions about what the problems are and how they are prioritized, and
- Expand reach into the community by growing the project's interested parties contact list.

These discussions will include organizations, such as the East Portland Action Plan Housing Subcommittee, to confirm if objectives identified in past projects remain priorities.

Roundtable Discussions with Development Professionals

Phase One will include a series of roundtable discussions, or focus groups, that will involve professionals with expertise in using Zoning Code regulations for multi-dwelling development.

Purpose. These discussions will be used to help identify code issues, such as those that relate to housing development, impact affordability, open space for residents, and design quality. This information will be used in the project's Existing Conditions Assessment Report, as part of identification of regulatory issues to be addressed in subsequent phases of the project

Phase Two (Concept Development)

During concept development, staff will convene stakeholder working groups and hold public workshops to seek community input on preferred housing development and connectivity outcomes. The outcome of this phase will be a Concept Plan (see Phase Three), which will serve as the basis for the development of implementing regulations. Major Phase Two outreach components include:

Stakeholder Working Groups. Two stakeholder working groups will be convened, focusing on areas with distinct issues:

1. **East Portland** – will focus on development and street connectivity issues in East Portland (study areas will include the Jade District and Rosewood/Glenfair center areas).
2. **Inner Neighborhoods** – will focus on medium density and high-density zoning and issues related to development on the area's small residential lots.

Each stakeholder working group will involve a diverse range of community stakeholders familiar with each area, including community group representatives, neighborhood residents, builders, housing developers, designers, residents of multi-dwelling housing, tenant organizations, etc. Each of the stakeholder groups will meet a limited number of times, probably not to exceed six meetings, depending on the amount of issues that need to be covered for each topic area. BPS staff will recruit stakeholders to participate in the working groups, following from an analysis of stakeholders in each area. Meetings will also be open to other members of the public who would like to participate. Consultants will be used to design and facilitate the stakeholder group meetings to help ensure diverse perspectives are heard and considered.

Purpose: The stakeholder working groups will be used as a forum for discussing issues, considering tradeoffs and priorities, and exploring solutions. The discussions will be used to help inform City staff as they develop regulatory approaches. The mix of different stakeholders

and perspectives will be essential in developing solutions that respond to a range of perspectives and situations. The working groups focus on Eastern and Inner Neighborhoods, which have the majority of Portland's multi-dwelling zoning. Solutions developed for East Portland's relatively large lots will also be relevant to Southwest Portland, which will also be the focus of future Southwest Corridor planning efforts.

Public Workshops. Two sets of public workshops will be held, focusing separately on East Portland and Inner Neighborhoods (as noted above, Western Neighborhoods will be a focus of a separate project).

1. **Initial workshops.** The first two workshops (one each for East and Inner) will be used to support community discussion on priorities regarding the design of multi-dwelling housing. Issue identification has largely taken place through the multiple projects that are informing this project. These workshops will focus on priorities related to the various desired outcomes (such as outdoor space for residents, parking, context-sensitive design, etc.) and, in the case of East Portland, will be an opportunity to discuss street/pedestrian connectivity needs.
2. **Workshops on preferred development outcomes.** Community workshops will be held in each of two areas to obtain community feedback on options for potential development outcomes for each area. A set of illustrations of alternative housing prototypes will be used to support community discussion on preferred development outcomes. These prototypes will illustrate alternative configurations for aspects such as housing and site design (including residential outdoor spaces), and different street/pedestrian connection possibilities. The creation of these prototypes will be informed by stakeholder working group discussions and the initial public workshops.

Purpose: The public workshops will be used to expand discussion of preferred development outcomes to include the broader public. Input from the workshops will be used to inform staff development of code concepts and Zoning Code regulations. The second set of workshops will result in a set of "preferred development prototypes," which will be graphic representations of preferred outcomes that will be used to craft Zoning Code regulations. Consultants will be used to design and facilitate the public workshop discussions.

Phase Three (Concept Review)

After the concept development stage, a Concept Plan will be created that documents preferred outcomes for multi-dwelling zone development and street connection concepts for the Jade District and Rosewood/Glenfair centers. Publication of the Concept Plan will be followed by a period of public review. The goal of this stage is to gather public feedback about whether the Concept Plan addresses issues effectively.

- **Public Open Houses.** Staff will present the Concept Plan, answer questions and invite public feedback.
 1. Public Open House One will be held in an inner neighborhood location, addressing concepts related to medium-density and high-density development on the area's small residential lots.
 2. Public Open House Two will be held in a location convenient to Jade District and Rosewood, addressing concepts for East Portland and conceptual street plans.

- **Combined Stakeholder Working Group.** A combined working group, drawn from the two area-specific working groups, will be convened to discuss the draft Concept Plan and provide input that will be used to refine the Concept Plan.

Phase Four (Code Development)

Staff will use feedback from the previous stages to develop draft Zoning Code regulations and street connectivity approaches. This phase will include the initial Discussion Draft code amendments, followed by the Proposed Draft code amendments that will be considered by the Planning and Sustainability Commission. Major public outreach components include

- **Public Workshops.** Staff will hold public workshops following the publishing of the Discussion Draft and Proposed Draft code amendments to answer questions and invite public feedback. Public feedback on the Discussion Draft will help inform the creation of the Proposed Draft code amendments.
- **Combined Stakeholder Working Group.** The combined working group will be convened to discuss the draft Zoning Code regulations. This input will be used to inform staff work on the Discussion Draft code amendments.

XII. Public Involvement Opportunities and Tools

Besides the major public outreach components listed above, 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 Multi-Dwelling Zones Project process. The community involvement 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 involvement. The tools will be used consistently throughout the project to communicate project news updates and announce events.

	Community Involvement Opportunities	Level of Involvement		
		Inform	Consult	Collaborate
Fall 2016– Winter 2017 (Problem Definition and Relationship Building)				
	Recruit and establish working groups	X	X	
	Establish interested parties list	X	X	
	Stakeholder meetings and walks	X	X	X
	Roundtable discussions	X	X	X
Winter – Spring 2017 (Concept Development)				
	Working group meetings	X	X	X
	Meetings with additional interest groups and geographic groups (as needed)	X	X	
	Public workshops	X	X	X
	Social media/newsletters	X		
Spring 2017 (Concept Review)				
	Working group meetings	X	X	X
	Open house events on Concept Plan (code and street connection concepts)	X	X	X
	Social Media/Newsletters	X		
Summer – Winter 2017 (Code Development)				
	Working group meetings	X	X	X
	Meetings with additional interest groups and geographic groups (as needed)	X	X	
	Open house events on Discussion Draft code amendments	X	X	X
	Open house events on Proposed Draft code amendments	X	X	
	Social Media/Newsletters	X		

	Planning and Sustainability Commission Hearings	X	X	
	City Council Hearings	X	X	

Public Involvement Tools:

Locating Venues for Broader Public Meeting Events

Staff will maximize the convenience and access of public meeting events by hosting public meetings in the vicinity of 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.

Postal Mailing

Staff will send at least one multi-lingual mailing to U.S. Postal Service Carrier Routes in the project areas with information about the project, the project webpage URL, and details for key public engagement opportunities. The mailing will go out to all postal customers, including single and multi-family residential and commercial.

Additionally, staff will build a supplemental mailing list of all property owner addresses, where the property address is different from the site address. This will insure that property owners located outside the project mailing area also receive notice of the project public meetings and project updates.

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, including but not limited to the following:

- East Portland Neighborhood Association News, www.eastportland.org, 503-823-4550.
- The Asian Reporter, www.asianreporter.com, 922 N. Killingsworth St. #1-A, Portland, Oregon 97217-2220, Phone: 503-283-4440, Fax: 503-283-4445
- The Portland Observer, <http://portlandobserver.com/>
4747 NE Martin Luther King Jr. Blvd., Portland, Oregon, 97211, 503-288-0033
Editorial Submissions: news@portlandobserver.com
Advertising Requests: ads@portlandobserver.com

XIII. Decision Making Process

Major decision points will be identified along the way. Key staff decisions during concept and draft code development will be identified, and the reason for the decision explained. Final decisions regarding outcomes of the planning process will be made by the Portland City Council based on recommendations from staff, Portland Planning and Sustainability Commission and public input. A Technical Advisory Committee 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.

XIV. Accountability and Evaluation

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 made available on the website. 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.

XV. Public Involvement Evaluation

Evaluation of the public involvement 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.