

# **SOUTH WATERFRONT GREENWAY IMPLEMENTATION STRATEGY**

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## **PUBLIC PARTICIPATION PLAN**



Prepared for  
Portland Development Commission

By EnviroIssues  
In coordination with the PDC project team

April 2005

## Introduction

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The Portland Development Commission (PDC) works in neighborhoods throughout Portland. Building and maintaining good relationships with these communities is critical to the success of PDC's revitalization efforts. This Public Participation Plan provides a guide for the Greenway Implementation Strategy Project team and the public to follow in maintaining their cooperative relationship through the next stage of the project. The Greenway Implementation Strategy will result in a guide for financing capital improvements and operations, and maintenance, and establishing a governance structure for the South Waterfront Greenway. This plan is intended to help the public and project team understand the range of activities and key milestones where substantive public participation and outreach are needed. It is also the objective of PDC to be transparent, in not only the planning process through which these plans are developed, but also in the actions to be taken to respond to and engage affected communities in a timely manner. Therefore, this plan also documents the process used by the project team to develop this plan as well as the outreach tools to be implemented.

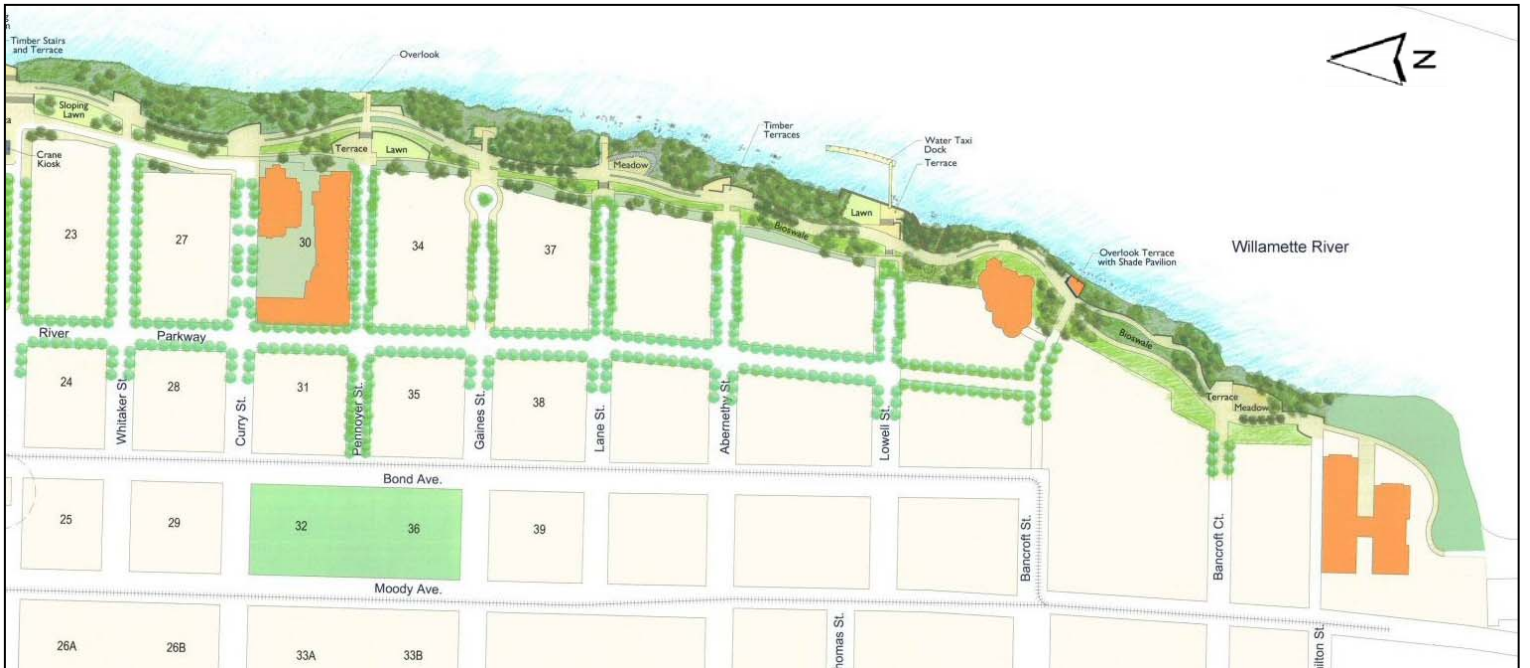
This plan was written and formatted following PDC's Draft Public Participation Manual (March 2005). The manual was developed to create a consistent and efficient process through which PDC project teams can strategize and develop public participation goals and tools that will benefit the final outcome of the project. This process will also ensure that the project meets the needs and expectations of the broader community.

The content of this public participation plan was developed in a workshop with the Greenway Implementation Project Manager. During the workshop, participants reviewed the context for the project, assessed the level of public concern and interest in the project, identified goals for public participation, and selected the appropriate level of public participation that would adequately inform and involve the public and meet the identified goals and assessed public interest. Other sources of information, such as interagency communications, and the Greenway Implementation Strategy Work Plan, were also used to provide context and serve as a basis for the actions outlined in the plan.

## South Waterfront Greenway Conceptual Plan (Walker/Macy & Thomas Balsley)



North Portion – Marquam Bridge to Gibbs Street



South Portion – Gibbs Street to Hamilton Court

## Project Description

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The subject of this Public Participation Plan is the Greenway Implementation Strategy project. The Greenway Implementation Strategy project will address financing of capital improvements and operations and maintenance, and selection of a governance structure for the South Waterfront Greenway.

The Greenway Implementation Strategy project is one of three projects that comprise the South Waterfront Greenway Master Plan. The two other projects that are included within the Master Plan are: the Greenway Development Plan and the Greenway Code Development project. The Greenway Development Plan offers an innovative, unified master plan approach to Greenway design, as an alternative to Zoning Code requirements. The Greenway Development Plan was lead by Portland Parks and Recreation and was approved by City Council in December 2004. The Greenway Code Development project is the third project that comprises the Greenway Master Plan. This project will be led by the Portland Bureau of Planning and conducted concurrently with the Greenway Implementation Strategy project.

### *Project Location*

The South Waterfront Greenway is located within the North Macadam Urban Renewal Area (URA) and the South Waterfront Plan District. When implemented, the Greenway will extend 6,500 feet from the Marquam Bridge to the River Forum property near SW Hamilton Court, along the west side of the Willamette River.



### *Project Scope*

The Greenway Implementation Strategy project will result in a guide for financing capital improvements and operations and maintenance, and establishing a governance structure for the South Waterfront Greenway. The project will be managed the Portland Development Commission in close coordination with representatives of Portland Parks and Recreation (Parks) and the Portland Bureau of Planning (BOP).

Project objectives are:

- Assembling a continuous Greenway with singular ownership;

- Funding and financing of Greenway capital improvements and operations and maintenance; and
- Developing a Greenway governance structure based on public-private partnership.

A stakeholder advisory committee called the *Partnership Group* (PG) has been formed to advise PDC staff throughout the course of the project. The PG is comprised of a broad range of community stakeholders (including property owners, key City staff, an environmental advocate, a parks advocate, and a representative from the Corbett Terwilliger Lair Hill neighborhood.)

PDC staff will brief key stakeholders and seek input at key junctures in the project through individual meetings with property owners, at regularly scheduled PG meetings and at North Macadam Urban Renewal Advisory Committee (URAC) meetings. The PDC project team will provide project briefings at other stakeholder events, as invited, and solicit feedback from these key stakeholders as well at critical junctures in the project.

PDC has contracted with Economic and Planning Systems Inc. (EPS), a consultant working with the PDC project team for the Greenway Project. The work of EPS includes research on best practices and recommendations regarding land acquisition/access, funding and phasing options, operations and maintenance, and governance alternatives.

#### *Budget and Funding*

The Greenway Implementation Strategy project is funded by Urban Renewal Funds of the North Macadam Urban Renewal Area. A total of \$55,000 has been allocated in the Approved Budget for FY 04-05 and \$30,000 has been allocated in the Proposed FY 05-06 Budget.

#### *Applicable Policies and Plans*

The South Waterfront Greenway was established in 2003 with the adoption of the South Waterfront Plan and Zoning Code. The Greenway is a 100-foot wide (average) development setback along the Willamette River. The Greenway Master Plan project began officially on March 12, 2003 with City Council approval of the Phase I Report, which described the Greenway project goals.

The North Macadam Urban Renewal Area Plan (1999) also supports development of the South Waterfront Greenway. The Plan recognizes the Willamette Riverfront as a unique amenity that should be protected, maintained, and used to enhance the scenic, environmental, recreational, and economic value of the land. Specific goals for the waterfront include increasing public access to and along the river through a trail system, conserving and enhancing the urban riparian habitat along the riverbank, and facilitating redevelopment that optimizes the value of the riverfront.

The South Waterfront Greenway is also considered a critical element in the implementation of Portland's River Renaissance Vision and Strategy. River

Renaissance is a citywide effort to revitalize the Willamette River based on a multi-objective approach including: a clean and healthy river, a prosperous working harbor, recognition of the river as Portland's front yard, vibrant waterfront districts, and partnerships, leaderships and education.

#### *Previous Public Participation Activities*

Portland Parks and Recreation led a highly successful public participation program as part of the Greenway Development Plan project. Parks convened an advisory group called the Project Advisory Team (PAT), comprised of private property owners, community activists, Corbett-Terwilliger-Lair Hill (CTLH) neighborhood representatives, and environmental representatives. This group provided input on specific design alternatives for the Greenway Development Plan.

For the Greenway Development Plan project, Parks mailed project newsletters to residents within the CTLH neighborhood. Parks also organized three public open houses and five public "stop and talks," where project staff were available to answer questions, receive feedback and provide project information. PDC participated in several open house events. Project briefings were also conducted for groups such as the CTLH Neighborhood Board, the North Macadam Urban Renewal Advisory Committee, League of Women Voters, Urban Forestry Commission, and the Design Review Commission.

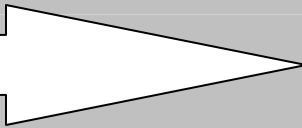
The Greenway Implementation Strategy project team will build on the momentum of the Greenway Development Plan public participation. It will be important to maintain public interest in the Greenway efforts throughout the implementation planning phase, which is focused on technical analysis and policy development.

Since November of 2003, the PDC staff has met regularly with the PG and the North Macadam URAC to brief stakeholder on project deliverables and receive feedback. PG and URAC meetings are open to the public and posted on the PDC North Macadam Urban Renewal Area webpage calendar located at [http://www.pdc.us/ura/sowa\\_n-macadam.asp](http://www.pdc.us/ura/sowa_n-macadam.asp).

City bureau representatives from the Bureau of Environmental Services, Bureau of Planning, Office of Sustainable Development, Bureau of Development Services, Portland Office of Transportation, Portland Parks and Recreation and the Endangered Species Program have also received regular briefings at interbureau Implementation Team meetings.

## Spectrum of Public Participation

Based on the project team’s assessment of public concern and interest in the Greenway Implementation Project, and the final average score of 2.77, the team has made a promise to the public that it will regularly inform and solicit input from the public during the project’s progress, as the project team develops recommendations regarding financing, ownership, project phasing and governance for the South Waterfront Greenway.

Increasing Level of Public Participation 			
Inform (Average = 1-2)	Solicit input / Consult (Average = 2-3)	Involve (Average = 3-4)	Collaborate (Average = 4-5)
<p><u>One-Way Communication</u> between PDC and the public to provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.</p>	<p><b>Seek public feedback on a proposal, analysis or alternatives.</b></p> <p><b>Requires a response from the public, but limited opportunity for public dialogue.</b></p>	<p><u>Work directly with the public</u> throughout the process to ensure that issues and concerns are consistently understood and considered.</p> <p>Includes elements of public information and outreach, but adds a third dimension of two-way communication.</p>	<p><u>Collaborate with the public</u> on some or all aspects of other planning or decisions including the development of alternatives and the identification of the preferred solution.</p>
Promise to the Public			
<p>The project team will keep stakeholders informed.</p>	<p><b>The project team will keep stakeholders informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.</b></p>	<p>The project team will work with stakeholders to ensure that their concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.</p>	<p>The project team will look to stakeholders for direct advice and innovation in formulating solutions and incorporate their recommendations into the decisions to the maximum extent possible.</p>
Example of Tools to Use			
<ul style="list-style-type: none"> <li>▪ Fact Sheets</li> <li>▪ Press Releases</li> <li>▪ Website</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Public Meetings</b></li> <li>▪ <b>Comment Cards</b></li> <li>▪ <b>Surveys</b></li> </ul>	<ul style="list-style-type: none"> <li>▪ Workshops</li> <li>▪ Design Charrettes</li> <li>▪ Citizen Advisory Committees</li> </ul>	<ul style="list-style-type: none"> <li>▪ Working Group</li> <li>▪ Joint Venture</li> </ul>

Adapted from the International Association of Public Participation Spectrum

## **Public Participation Goals**

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This Public Participation Plan serves as a guide for PDC staff to involve and collaborate with the public continuously and in a meaningful way, throughout the Greenway Implementation Strategy project. After evaluating the project status and neighborhood issues, the project team has determined that it is appropriate to inform and seek input from the public throughout the project. The public participation goals of the PDC project team are to:

- GOAL 1: Inform the public about the scope and objectives of the Greenway Implementation Strategy and clarify the role and abilities of PDC, in relation to the opportunities and constraints for Greenway Development Plan implementation.
  
- GOAL 2: Solicit feedback from the public on guiding principles for phasing the Greenway Development Plan, in the context of resources available.
  
- GOAL 3: Build community support for public resources and policies to implement the Greenway Plan, and maintain excitement generated by the design phase of the Greenway Master Plan.
  
- GOAL 4: Coordinate public participation activities with the Greenway Code Development planning process conducted by the Portland Bureau of Planning.

## **Stakeholders and Public Participation Tools**

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PDC project staff is charged with conducting the necessary studies and public participation activities in order to develop recommendations to inform and finalize a Greenway Implementation Strategy. Project staff will involve and consult with key stakeholders during this process.

### *Stakeholders*

The project team identified stakeholders to target for their public participation efforts.

The project team will communicate most frequently with the following key stakeholders:

- Partnership Group Project Advisory Committee:
  - Jim Desmond
  - Bob Sallinger
  - Cheryl Twete
  - Bob Durgan
  - Janet Bebb
  - Vince Sheridan
  - Ken Love
  - Mark Williams
  - Barbara Walker
  - Nicole Peterson
  - Rick Saito
- North Macadam Urban Renewal Advisory Committee
- South Waterfront District property owners
- North Macadam Development Council (property owners)
- PDC Board of Commissioners
- Portland Bureau of Planning
- Portland Parks and Recreation

The next tier of stakeholders include

- Neighborhood groups:
  - Corbett-Terwilliger-Lair Hill Neighborhood Association
  - Downtown Community Association
  - Homestead Neighborhood Association
- Business associations:
  - Portland Business Alliance
- City Council Executives (upon request)
- Other city bureaus working in the area;
  - Portland Office of Transportation
  - Office of Sustainable Development
  - Portland Endangered Species Program
  - Portland Bureau of Development Services
- River Renaissance representatives
- Portland Parks Policy Advisory Board
- Willamette Pedestrian Coalition

- Portland Parks Foundation
- National Oceanic & Atmospheric Administration (NOAA)
- Oregon Department of Fish & Wildlife Service (ODFW)
- National Marine Fisheries Service (NMFS)
- Oregon Division of State Lands (ODSL)
- Oregon Department of Environmental Quality (ODEQ)
- Audubon Society of Portland
- League of Women Voters
- Bicycle Transportation Alliance

### *Public Participation Tools*

The PDC project team will use the following tools to accomplish the public participation goals of the project.

#### South Waterfront Property Owner Briefings & Discussions (Public Input)

The project team will regularly brief and consult with South Waterfront property owners throughout the course of the project. Input received from private property owners at these meetings will be used to guide the overall project and its objectives as well as inform the development of project deliverables.

#### Advisory Group Briefings & Discussions (Public Input)

The project team will regularly brief and consult with the PG and the North Macadam URAC throughout the course of the project. Through these briefings, the project team will keep the members informed of the project's progress and gather input on key project deliverables.

An expert panel discussion will be held in January 2006, as part of a PG meeting, to inform the Greenway governance discussion.

#### Public Open House (Public Input)

The purpose of the public open house is to inform stakeholders of the objectives of the Greenway Implementation Strategy project and the timeline for implementation, and solicit feedback on phasing guiding principles, phasing priorities (trails, docks, habitat, etc.) and commitment of public funds for Greenway implementation. The public open house will be held spring 2006.

Also, the Portland Bureau of Planning will represent the Greenway Code Development project at the open house and Portland Parks & Recreation will present the approved Greenway Development Plan.

The project team will develop visual displays and project materials, including a fact sheet, sign-in sheet, and a questionnaire. The open house will be advertised via a mailer (email and direct mail) to key stakeholders. Feedback received at the open house from questionnaires will be documented.

#### Project Fact Sheet (Public Information)

A project fact sheet will be developed and updated regularly by the project team. The fact sheet will be distributed at briefings with stakeholders and posted on the North Macadam URA website at: [http://www.pdc.us/ura/sowa\\_n-macadam.asp](http://www.pdc.us/ura/sowa_n-macadam.asp).

#### PDC Board and City Council Executive Staff Briefings (Public Information)

The project team will offer to brief City Council Executive staff. The team will brief the PDC Board at key junctures. The PDC Board will be updated primarily through the PDC Major Projects database and the Monthly Director's report to the Executive Director.

#### Website (Public Information)

The North Macadam URA page on the PDC website ([www.pdc.us](http://www.pdc.us)) will be regularly updated with project information, a project questionnaire (for the open house event) and links to relevant city websites.

## Project Schedule

Project Timeline	Public Participation Timeline	Responsible Party
<b>Spring 2005:</b> Phase I Report	<ul style="list-style-type: none"> <li>▪ URAC and Partnership Group briefing and discussion.</li> <li>▪ Update PDC website.</li> </ul>	Kia Selley, Christine Egan
<b>Winter 2006:</b> Greenway Land Availability Analysis  Environmental Conditions Matrix  Phasing Guiding Principles & Criteria  Phasing & Capital Improvement Plan  Operations & Maintenance Plan  Expert Panel Discussion	<ul style="list-style-type: none"> <li>▪ Property owner, URAC and Partnership Group briefings and discussions.</li> <li>▪ Brief key stakeholders and/or City Council Executive Staff as invited.</li> <li>▪ Develop and distribute project fact sheet and post on PDC website.</li> <li>▪ Update PDC website.</li> </ul>	Kia Selley, Christine Egan

Project Timeline	Public Participation Timeline	Responsible Party
<p><b>Winter 2006:</b> Preferred Greenway Governance Concept</p> <p>Greenway Financing Plan</p> <p>Alternative Resources Research &amp; Pursuits</p> <p><b>May 2006:</b> Public Open House</p>	<ul style="list-style-type: none"> <li>▪ Update fact sheet and PDC website.</li> <li>▪ Property owner, URAC and Partnership Group briefings and discussions.</li> <li>▪ Brief key stakeholders and/or City Council Executive Staff as invited.</li> </ul>	<p>Kia Selley, Christine Egan</p>
<p><b>Fall 2006:</b> PDC Board approval City Council approval</p>	<ul style="list-style-type: none"> <li>▪ Property owner, URAC and Partnership Group briefings and discussions.</li> <li>▪ Brief key stakeholders and/or City Council Executive Staff as invited.</li> <li>▪ Update fact sheet and PDC website.</li> </ul>	<p>Kia Selley, Christine Egan</p>

## Evaluation Methods

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As part of the PDC project team's commitment to inform and consult the public throughout the Greenway Implementation Strategy project, the project team commits to using the following evaluation methods during the public participation process:

- *Questionnaires* – A short questionnaire will be used at the public open house to gather feedback from participants on project issues and the effectiveness of project participation efforts.
- *Informal Feedback* – The team will talk with individual stakeholders on a routine basis to gauge the effectiveness of the public participation process.
- *Debriefs* – The PDC project team will meet regularly to consider adjustments and needed changes for future public participation activities.
- *Peer Evaluations* – Other PDC staff that are not involved in the Greenway Implementation Strategy project will be asked to attend stakeholder meetings or a public participation event, and review project materials to provide feedback on outreach efforts.

## Appendix A: Public Participation Tools

This table summarizes the public outreach tools to be employed to accomplish the related public participation goals outlined by the PDC project team and to ensure that the tools being employed will help achieve the determined level of public participation. This table shows how the project team intends to fulfill their promise to the public that it will consult and inform the public during the developer solicitation and redevelopment stages of the project.

Tool	Public Participation Goals				Level of Public Participation			
	Goal 1	Goal 2	Goal 3	Goal 4	Inform	Input/ Consult	Involve	Collaborate
Property Owner Briefings & Discussion	X	X	X	x		X		
Advisory Committee Briefings & Discussion	X	X	x	x	X	X		
Public Open House	X	X	x	X	X	X		
Project Fact Sheet	X		x	X	X			
City Council Exec. Staff/PDC Board Briefing(s)	X		x	x	X	x		
Website	X		x		X			