

# PUBLIC INVOLVEMENT

# 8

## INTRODUCTION

Public involvement is key to the quality and success of the Transportation System Plan (TSP). The citizen involvement component of the TSP has provided opportunities for a broad range of citizens, including those typically underserved by the transportation system, to be involved in the development of the plan. A variety of involvement activities have been instrumental to the planning process. Portland's citizens have provided input and review through workshops, focus groups, public hearings, staff presentations, and transportation conferences. The TSP also captures issues raised during development of the Regional Transportation Plan (RTP), community and neighborhood plans, and other City planning efforts.

## POLICY REQUIREMENTS

State, regional, and City policies mandate a citizen involvement component as an integral part of a planning effort. Oregon's Statewide Planning Goal 1: Citizen Involvement, aims to ensure that citizens have the opportunity to be involved in all phases of the planning process. The State mandates that elements of a public involvement program shall:

- Provide widespread citizen involvement, including the establishment of a citizen advisory committee (CAC) broadly representative of geographic areas and interests
- Assure effective two-way communication with citizens
- Assure technical information is available in an understandable form
- Assure that citizens receive a response from policymakers
- Insure adequate funding for citizen involvement in a planning budget

Metro's Local Public Involvement Policy for Transportation Planning (July 1995) includes a set of procedures for public involvement activities conducted at the local level. These procedures apply to locally adopted transportation plans and programs from which transportation projects are drawn and submitted to Metro. The local transportation plans and programs must meet minimum standards for public involvement before the Metro Council will take action on local transportation actions.

Portland's Comprehensive Plan, Goal 9: Citizen Involvement, calls for improving the method for citizen involvement in land use decision making and providing opportunities for citizen participation in the implementation, review, and amendment of the Comprehensive Plan. Goal 6 of the Comprehensive Plan, the Transportation Element, Policy 6.2: Public Involvement, specifies carrying out a public involvement process that is consistent with Metro guidelines and provides information about transportation issues and processes to citizens, especially those traditionally underserved by transportation services.

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## **TSP PUBLIC INVOLVEMENT PROGRAM**

The public involvement program for the TSP occurred in distinct phases, corresponding to the developmental stages of the plan: introductory outreach, Phase I, and Phase II. Ongoing public outreach activities were also conducted to provide general information about the TSP and opportunities for interested citizens to get involved in the planning effort.

Before development of the TSP began, initial outreach activities introduced the plan concept to citizens and solicited interest in participating in a citizen advisory committee.

### **Introductory Outreach**

#### ***Transportation System Plan (TSP) Forum***

In cooperation with Metro, the City held a Transportation System Plan Forum on October 19, 1994, to initiate public involvement in the planning process. The forum had two goals: 1) to provide information about the TSP process and its relationship to regional planning efforts and statewide goals, and 2) to solicit public participation in the plan, ranging from joining the TSP mailing list to applying to serve on a citizen advisory committee.

To draw a broad cross-section of Portland residents to this first public event, personalized invitations were sent to over 100 identified stakeholders, including representatives from various neighborhood, modal, business, and special interest groups. The forum was also advertised in *The Oregonian* and local newspapers.

The forum opened with a brief introduction to the plan's key elements, its relationship to regional planning, and potential approaches for addressing transportation trends in the region. It then featured a panel discussion of some of the key issues that would be discussed and debated during plan development. These issues included congestion pricing, freight movement, and least-cost planning, as well as the impact of the transportation system on development and environmental quality.

#### ***Citizen Advisory Committee***

At the close of the forum, participants were encouraged to apply for the TSP Citizen Advisory Committee (TSP CAC). To supplement this pool of potential applicants, a recruitment notice was placed in various newspapers. To ensure broad geographic representation, each district coalition was invited to select a representative for the TSP CAC.

The CAC's 11 members were chosen to represent a cross-section of geographic areas and transportation advocacy and advisory groups. Their selection was based on:

- Interest group representation
- Geographic area representation
- Interest in transportation issues
- Familiarity with specific transportation mode(s)

The TSP CAC's role was to advise transportation staff in developing modal plans and recommending various transportation projects to implement the Transportation Element of the City's Comprehensive Plan. TSP CAC members were expected to represent the interests

of their stakeholder group at committee meetings and to ensure two-way communication between the committee and their respective organizations.

Beginning in April 1995, the TSP CAC generally met once a month to review and comment on the development of the TSP. The committee members also participated in numerous public outreach events.

### *TSP CAC Vision*

In 1998, the TSP CAC adopted a vision statement for the future of Portland to guide the committee's development of TSP concepts. The vision states:

Nature is an integral part of the personality of Portland. Nature has a vast array of interrelated systems, and transportation also has an array of interrelated systems. By developing a truly multimodal system, Portland offers many transportation options to its citizens. We have a vast network of parks, bikeways, and walkways.

Neighborhoods, schools, commercial and employment centers, entertainment and recreation areas are all well served by a highly developed, safe, and convenient transportation system.

City neighborhoods are easily walkable and, in addition, efficiently served by off-street and on-street bicycle and pedestrian systems, and a convenient transit system that includes buses, trolleys, streetcars, and light rail. The system is well balanced among all transportation modes and, for most trips, transportation choices exist. This integrated system allows for a very mobile populace that does not rely on single-occupant vehicles to get to, from, and within the metropolitan area.

The existence of multiple transportation options aids economic vitality as employers and employees have better access to one another. This increases economic efficiency and reduces employment barriers. In addition, the multiple transportation options reduce the need for expanded roadway capacity, and enhance the movement of freight and commercial traffic by preserving existing capacity for it. In building community, the citizens of Portland have developed a transportation system that is balanced, efficient, and convenient for its users. The natural environment that enhances the City's livability is restored to ecological balance, preserving water and air quality for future generations.

### *TSP Concepts*

The CAC developed the following concepts to identify the guiding themes of the TSP (Chapter 1), create project evaluation criteria (Chapter 3), and devise performance measures (Chapter 15):

- **LAND USE:** The transportation system is integrated with land uses and serves compact mixed-use centers where walking is the easiest and most convenient mode.

- **LIVABILITY/ENVIRONMENT:** The transportation system is designed to minimize its impact on air and water quality by providing simple, direct, logical connections that keep through-traffic out of local neighborhoods.
- **ECONOMY:** The transportation system promotes economic vitality by accommodating the transportation needs of commerce and industry.
- **JOB ACCESS:** The transportation system provides for access to and within employment centers, major destinations, and neighborhoods.
- **CONVENIENCE:** The transit system provides a reasonable alternative to the automobile, offering convenient and timely service for travel within the City.
- **BALANCE/CHOICE:** A balanced transportation system reduces the emphasis on single-occupant vehicles and increases emphasis on other modes.
- **EFFICIENCY:** The transportation system is very efficient for all modes. It is planned, designed, and built with an orientation to everyday users and visitors. All modes are balanced and well connected, allowing a shift away from single-occupant vehicles.
- **DESIGN:** The transportation system is designed to support the land uses it serves, with emphasis given to the needs of pedestrians, bicyclists, and transit users.
- **EQUITY/ACCESS:** The transportation system offers equal opportunity for its users to choose a variety of modes by providing reasonable opportunities for access to transit, bicycle, and pedestrian systems.
- **FLEXIBILITY:** The transportation system is planned and designed to adapt and respond to foreseeable and unforeseeable market or technological changes that will enhance the mobility of its users while preserving the values of livability, safety, air and water quality.

### **Public Involvement in Phase I**

Phase I of the TSP development consisted of interim changes to Comprehensive Plan policies and objectives, Transportation Element classification descriptions and maps, and Comprehensive Plan definitions. These changes were needed to correct errors, update maps, and adopt the portions of the Bicycle and Pedestrian Master Plans that belong in the Comprehensive Plan.

Public involvement for Phase I involved briefing six district coalitions on the proposed changes relevant to each coalition's boundaries. It also included four citywide public workshops, a newsletter, two briefings to the Planning Commission, and hearings before the Planning Commission and City Council. Notice of the workshops and hearings was sent to the Regional Rail mailing list of over 8,000 households and organizations. Comments received from each level of public review led to revisions to the document that was adopted by City Council on May 22, 1996. The Phase I revisions provided the policy framework for proceeding with Phase II of the TSP.

Table 8.1 summarizes the Phase I public involvement activities.

**Table 8.1**  
**Summary of TSP Public Involvement Activities – Phase I**

<b><i>Briefings on Policy Changes and Street Classifications</i></b>		
<b>Date</b>	<b>Audience</b>	
February 14, 1995	Planning Commission	
October 11, 1995	Neighbors West/Northwest Board	
October 11, 1995	East Portland District Coalition Transportation Committee	
October 16, 1995	Southeast Uplift Neighborhood Program Transportation Committee	
October 18, 1995	North Portland Neighborhood Office	
October 26, 1995	Northeast Coalition of Neighborhoods	
<b><i>Public Workshops on Policy Changes and Street Classifications</i></b>		
<b>Date</b>	<b>Area</b>	<b>Location</b>
October 19, 1994	TSP Forum	Portland Building
November 6, 1995	North/Northeast	Benson High School
November 13, 1995	Southwest	Gray Middle School
November 14, 1995	Southeast	Southeast Uplift Neighborhood Program
November 16, 1995	Northwest	Northwest District Association Service Center
<b><i>TSP Public Hearings on Policy Changes and Street Classifications</i></b>		
<b>Date</b>	<b>Subject</b>	<b>Hearing Body</b>
January 23, 1996	TSP Staff Recommendation	Planning Commission
March 12, 1996	TSP Staff Recommendation	Planning Commission
May 1, 1996	Bicycle Master Plan/TSP	City Council
May 8, 1996	Pedestrian Master Plan/TSP	City Council
May 15, 1996	TSP Planning Commission Recommendation	City Council
May 22, 1996	Ordinance 170136 amending Comprehensive Plan goals, policies, and objectives to implement Phase I of the TSP passed	City Council

## **Public Involvement in Phase II**

Phase II of the TSP began immediately after Phase I was adopted in May 1996. The second phase focused on completing the TSP in compliance with State and regional transportation requirements. Plan elements in this phase included:

- Updating citywide and district transportation policies and street classifications
- Defining transportation needs
- Preparing modal and management plans to address needs
- Identifying major capital improvements in response to needs
- Developing financial strategies to support projects list
- Crafting implementation strategies to achieve plan goals
- Creating performance measures to track success of the plan

At key points in the planning process, TSP public involvement activities helped inform the vision and policy direction, gather information, and provide feedback on the plan. These activities included distribution of brochures and newsletters, creation of a web site, eight district workshops, seven district coalition focus groups, nine district coalition briefings, and numerous other meetings with interest groups, neighborhoods, and district coalitions, as summarized below.

### ***District Workshops***

TSP staff and CAC members held workshops in each of the eight Transportation Districts in fall 1998 to discuss transportation issues and community needs (Table 8.2). The series of workshops drew 183 participants, many representing neighborhoods or advocacy groups.

The workshop participants heard presentations on the TSP requirements and on financing transportation system improvements. Participants then split into smaller discussion groups facilitated by staff members. Each discussion group identified transportation needs in its district, reviewed the relevance of action items from previous planning efforts, and indicated its priority issues (called 'transportation values') to guide transportation funding decisions. All ideas were recorded and later reviewed, sorted, and analyzed for compliance with regulatory and policy requirements. (Chapter 3 describes the review process.)

**Table 8.2**  
**TSP District Workshops Schedule**

<b>Date</b>	<b>Audience</b>
September 30, 1998	Southeast
October 1, 1998	North
October 3, 1998	Far Southeast
October 6, 1998	Northwest
October 7, 1998	Northeast
October 8, 1998	Far Northeast
October 13, 1998	Southwest
October 17, 1998	Central City/Citywide with Metro

### ***Focus Groups***

Six focus groups were held with Portland's district coalitions in summer 1999, and a seventh focus group was held with the Columbia Corridor Association in January 2000 (Table 8.3). The focus groups provided an interactive discussion on the preliminary recommendations for citywide and district transportation policies. Participants reviewed and provided feedback on new policies, amendments to existing policies, and policy deletions. The focus groups also provided an opportunity for participants to offer new policy ideas. The outcome of the focus group discussions informed the policies recommended by staff.

**Table 8.3**  
**District Coalition Focus Groups**

<b>Date</b>	<b>Audience</b>
June 21, 1999	Southwest Neighborhoods, Inc. (SWNI) Transportation
July 13, 1999	Southeast Uplift Neighborhood Program (SEUL)
July 15, 1999	Central Northeast Neighbors (CNN) and East Portland Neighborhood Office (EPNO)
July 21, 1999	Neighbors West/Northwest (W/NW) and Southwest Hills Residential League (SWHRL)
July 22, 1999	Columbia Corridor Association
July 26, 1999	North Portland Neighborhood Services (NPNS) and Northeast Coalition of Neighborhoods (NECN)
January 4, 2000	Columbia Corridor Association

### ***TSP Briefings***

Before releasing the recommended plan, TSP staff conducted two series of educational briefings to community leaders. The first series comprised seven briefings to Portland Planning Commission members in preparation for the plan's release in May 2002 (Table 8.4). The intent was to provide a framework for understanding the TSP's elements and their relationship to the Portland's Comprehensive Plan.

**Table 8.4**  
**Schedule of Portland Planning Commission Briefings**

<b>Date</b>	<b>Topic</b>
May 8, 2001	Overview of the TSP
May 23, 2001	General Briefing
June 12, 2001	Citywide and District Transportation Policies
July 24, 2001	Street Classification Maps
August 28, 2001	Projects & Studies, Finances, and Performance Evaluation
September 25, 2001	TSP Primer and Implementation
February 12, 2002	Code Amendments

The second series of briefings was held for the transportation committees of each district coalition (Table 8.5). A district coalition staff training session served as the kickoff for these briefings. The purpose of the briefings was to refresh committee members' knowledge of the TSP and prepare them for the public review and hearings on the plan. A briefing packet was distributed to explain the key elements of the TSP. Staff discussed these key elements and answered questions.

**Table 8.5**  
**Schedule of District Coalition Briefings**

<b>Date</b>	<b>Audience</b>
June 7, 2001	Neighborhood Coalition Staff
June 13, 2001	Central Northeast Neighbors (CNN)
June 18, 2001	Southwest Neighborhoods, Inc. (SWNI) and Southwest Hills Residential League (SWHRL)
June 19, 2001	Northeast Coalition of Neighborhoods (NECN)
June 26, 2001	North Portland Neighborhood Services (NPNS)
June 28, 2001	Neighbors West/Northwest (W/NW)
July 19, 2001	Columbia Corridor Transportation
July 11, 2001	East Portland Neighborhood Office (EPNO)
July 16, 2001	Southeast Uplift Neighborhood Program (SEUL)
September 18, 2001	Southwest Hills Residential League (SWHRL)

### ***Open Houses***

TSP staff and CAC members conducted three open houses in December 2001 to present key elements of the proposed plan to the public (Table 8.6). A postcard announcement was mailed to the TSP mailing list, and a press release was sent to the community newspapers.

Participants were guided through a series of stations that described the need for the plan and laid out the various elements. At each station, participants could comment on the materials and ask questions of staff. Key TSP chapters were available as handouts, including the transportation policies and street classifications, modal plans, and transportation system improvements. Citizens were encouraged to take materials home for more intensive review. Several options for returning comments were provided. The comments received from citizens were considered and incorporated as appropriate.

**Table 8.6**  
**TSP Preview Open Houses**

<b>Date</b>	<b>Location</b>
December 8, 2001	Portland Building
December 12, 2001	Portland Building
December 13, 2001	Southeast Community Center

### ***Brochures and Newsletters***

Two brochures were prepared during Phase II to provide updated information about the TSP. The first brochure was prepared in summer 1998 to introduce citizens to the idea of the plan, its goals, and how to get involved. It was sent to citizens on the TSP mailing list, distributed at public meetings, and mailed to interested citizens when requested. The second brochure was prepared in spring 2001, in preparation for the release of the proposed plan and corresponding public outreach activities. It described the plan's guiding principles, key elements, and upcoming public outreach events. This brochure was sent to citizens on the TSP mailing list, placed in district coalition offices, sent out in response to information requests, and distributed at various public outreach events, including the Portland Improvements Open Houses.

Two TSP newsletters provided citizens with more detailed information about the progress of the plan during Phase II. (Volume I was distributed during Phase I.) Volume II was published in August 1998 and announced the new phase of the TSP and the district workshop series, a pivotal component of the TSP public involvement effort. Volume III was published in winter 1999. It summarized the outcome of the district workshops held the previous autumn and described next steps for the planning process.

### **Ongoing Public Involvement**

In addition to the Phase I and Phase II public involvement activities described above, staff used other public outreach methods throughout the process to provide education about the TSP and publicize upcoming TSP events, as described below and summarized in Table 8.8.

### ***Participation in City Outreach Events***

TSP staff participated in City outreach events, such as the 1994 Regional Rail Summit; the East Portland Traffic Forum; and Earth Day, safety, clean air, and energy fairs. Staff also participated in the 1997 and 1998 Annual Transportation Summits. A TSP information booth at these events provided TSP brochures and/or newsletters and gave interested citizens the opportunity to sign up for the TSP mailing list. Staff members were also available to answer questions about the plan. In addition, staff members attended the Portland Office of Transportation's (PDOT) outreach events for its capital improvements plan (CIP) and participated in the citywide Portland Improvements Open House in fall 2001.

### ***General Publicity***

Descriptions of the TSP appeared in the following publications:

- The Urban Puzzle: Piecing It Together, prepared for the Fourth Annual Regional Rail Summit
- Office of Neighborhood Associations (ONA) Handbook

### ***TSP Web Site***

The TSP web site provides general information about the TSP planning process and allows interested citizens to join the TSP mailing list to receive future updates and notices. The web site also provides a downloadable version of the current Transportation Element of the Comprehensive Plan. The downloadable version of the adopted TSP will be available when completed.

### ***Coordination with Land Use Planning***

TSP staff participated in public workshops for the Outer Southeast and Southwest Community Plans, as well as workshops for implementing 2040 town centers in Hollywood and St. Johns.

### ***Coordination with Regional Planning***

Public involvement for the TSP was closely coordinated with public involvement for the RTP in a number of ways. The City ensured that a representative from the TSP CAC was appointed to the RTP CAC. TSP and RTP staff members briefed each other's CAC. In addition, TSP staff and CAC members participated in regional transportation workshops, and RTP staff participated in citywide transportation workshops.

**Table 8.7**  
**Summary of TSP General Public Outreach Efforts**

<i>Events</i>		
<b>Date</b>	<b>Event</b>	<b>Participation</b>
February 26, 1994	Regional Rail Summit	Display; brochures
April 9, 1994	East Portland Traffic Forum	Display; brochures
April 22, 1994	Walk Your Talk, Earth Day	Display; brochures
May 14, 1994	Grant Park Neighborhood Association Safety Fair	Brochures
June 18, 1994	NW Solstice	Brochures
June 24, 1994	Clean Air Fair	Brochures
October 7, 1994	Energy Fair	Staff; brochures
January 21, 1995	Central City Transportation Management Plan (CCTMP) Fair	Brochures
January 28, 1995	Metro Transportation Fair	Staff; displays; brochures
April 5, 1995	Bicycle and Pedestrian Master Plans Open House: Northwest	Brochures; answer questions
May 17, 1995	Bicycle and Pedestrian Master Plans Open House: Downtown	Brochures; answer questions
March 30, 1996	Metro Open House	Brochures; answer questions
May 18, 1996	Regional Rail Summit	Brochures; newsletters
April 26, 1997	Annual Transportation Summit	Facilitate group discussions; conduct survey
November 3, 1997	RTP Workshops	Facilitate group discussions; brochures
November 8, 1997	RTP Workshops	Facilitate group discussions; brochures
October 15, 2001	Portland Improvements Open House - Southwest and Northwest	Hand out brochures; advertise TSP open houses; answer questions
October 22, 2001	Portland Improvements Open House - Inner Southeast	Hand out brochures; advertise TSP open houses; answer questions
November 3, 2001	Portland Improvements Open House - North and Inner Northeast	Hand out brochures; advertise TSP open houses; answer questions
November 8, 2001	Portland Improvements Open House - Outer Northeast and Outer Southeast	Hand out brochures; advertise TSP open houses; answer questions
March 16, 2002	3 <sup>rd</sup> Annual Neighborhood Association Summit	Hand out brochures and review drafts; advertise PCPC hearings

<b>General Publicity and Education Materials</b>		
<b>Date</b>	<b>Material</b>	<b>Content</b>
February 1994	Piecing It Together; Regional Rail Handbook	Description of TSP
Spring 1994	TSP Brochure	Introduction to TSP
June 1995	Office of Neighborhood Association Handbook	Description of TSP
Fall 1995	TSP Newsletter – Volume I	Introduction to TSP issues, public involvement opportunities
Summer 1998	TSP Newsletter – Volume II	TSP update
Winter 1999	TSP Newsletter – Volume III	Workshop Summary
June 2001	TSP Brochure	TSP elements and status
June 2001	TSP Handout	TSP overview
December 2001	Open House Handouts (19 documents)	TSP elements
<b>TSP Presentations</b>		
<b>Date</b>	<b>Audience</b>	<b>Purpose</b>
April 13, 1994	Steering Committee Meeting, Refugee Forum	Introduction to TSP
July 18, 1994	Southeast Uplift Neighborhood Program Land Use and Transportation Committee	Introduction to TSP
July 18, 1994	District Coalitions Meeting	Proposed public involvement process for the TSP
September 13, 1994	Reclaiming Our Streets Implementation Team	Introduction to TSP
October 31, 1994	Refugee Forum	Solicit CAC members
February 26, 2001	SWNI Transportation Committee	Update on status of TSP; answer questions
March 14, 2002	Oregon Trucking Association	Update on status of TSP; answer questions
March 25, 2002	Citywide Land Use and Transportation Working Group	Update on status of TSP; answer questions