

Broadway Corridor

Community Engagement Report

September 2019

Executive Summary

Purpose of public involvement report

This report provides an overview of Prosper Portland's efforts to engage in a culturally responsive and welcoming public engagement process for the Broadway Corridor project. The intent of that process is to ensure that development occurs equitably and creates the kind of welcoming neighborhood that expands opportunity and affordability for all Portlanders. This report also summarizes key themes from outreach efforts and responses to feedback received.

The primary goal for the public engagement process was to provide meaningful opportunities for disadvantaged communities and communities of color to participate. That participation and input will guide future decisions to ensure these communities benefit from the course of this project's development.

Project background

In September 2015, the city of Portland and Prosper Portland purchased the USPS site. That purchase launched a once-in-a-generation opportunity to develop the 34-acre Broadway Corridor site in Northwest Portland.

The location, size, and scale of the property present an opportunity to build in a way that puts people first. Four million square feet of development is possible. That more than triples the combined square feet of the US Bancorp Tower and the Wells Fargo Center. The site has the potential to add 4,000 jobs and 2,400 new households.

Broadway Corridor encompasses the downtown Portland U.S. Postal Service property and other Prosper Portland-owned properties such as Union Station, Block Y, Block R, and Broadway Bridge Site. It will connect the Old Town/Chinatown and Pearl neighborhoods. The mixed-use development will offer a multi-modal transportation hub that makes the site accessible to both east and west Portland and re-invents how Portlanders live, work, enjoy, and move through the city.

The site has the potential for:

4,000,000	4,000	2,400
sq. ft. of development	jobs	new households

Vision Statement

The Broadway Corridor is a once-in-a-generation opportunity to create a unique, vibrant, mixed use, dense urban district seamlessly integrated with a regional multi-modal transportation hub in a genuinely Portland way.

The district vision is one that honors history and culture, fosters social equity and inclusion, and re-imagines how Portlanders live, work, enjoy and move through the city.



Planning process

To ensure that development occurs equitably and creates the kind of welcoming neighborhood that expands opportunity and affordability for all Portlanders at all income levels, it is critical to take time to hear community voices and explore new ideas so that the project team advances a plan that reflects the actual values of Portlanders.

Project partners embarked on a deliberate path to engage in a transparent process and create plans that are implementable and effective in achieving the project's vision. Embedded into the planning process are a series of feedback loops at certain milestones to ensure community input is informing the project's Development Plan and Master Plan.¹ Additionally, input informs Prosper Portland's position for a community benefits agreement that will be negotiated between Prosper Portland, community members, and the developer following the completion of the Development Plan and Master Plan.

People

Throughout the planning process, project partners developed and tested several engagement strategies to welcome and increase community participation. This included engaging a diverse 40-member Steering Committee early in the planning process and providing stipends to Steering Committee organizations which provide a unique perspective on racial equity. Contracting with Lara Media Services – a culturally responsive and full-service communications firm – expanded and improved the outreach methods. The collective efforts included culturally responsive messaging, collateral for presentations, community presentation toolkit, focus groups, roundtable conversations, intercept surveys, capturing video testimonials, advertisements in culturally specific publications, and increased ways for partners to receive feedback.

Multiple stakeholder groups have influenced the Broadway Corridor project. Contributors include the Steering Committee, the public (particularly participants from communities with historical distrust of government), Development Impact Study stakeholders, city bureaus, consultants, and development advisor Continuum Partners.



Since May 2017, more than 1,000 people attended Broadway Corridor-specific events including the developer public forum, open houses, online open houses, focus groups, and roundtable discussions. Prosper Portland incorporated 1,046 comments into this snapshot to-date, hosted 19 Steering Committee meetings, and participated in more than a dozen community events and stakeholder presentations. Focus groups and roundtable discussions effectively increased the racial diversity of process participants. Input also came from individuals at lower income levels, individuals with disabilities, and participants whose primary language is not English. Roundtable discussions took place in Spanish, Russian, and Chinese.

¹ Development Plan / Master Plan: As it relates to the Broadway Corridor Project, the Development Plan is a document that guides the strategy of development in the Broadway Corridor to achieve community aspirations. While the Broadway Corridor Development Plan will encompass the full 34-acre study area of the Broadway Corridor, a more detailed Master Plan will be prepared for the 14-acre USPS site based on requirements mandated by Central City 2035 and consistent with the Development Plan.



Community Impact

Community ideas and concerns gathered at Steering Committee meetings, public meetings, and stakeholder meetings shaped the project to this point in the following ways:

- ▶ **Guiding Principles and Project Goals².** [Guiding principles and goals](https://www.broadwaycorridorpx.com/people-first) developed by the project's Steering Committee are serving as a framework throughout the development planning process.
- ▶ **Selection of a developer advisor.** The Steering Committee co-developed evaluation criteria detailed in the [Request for Proposals³](http://prosperportland.us/wp-content/uploads/2017/04/Broadway-Corridor-RFQ-web.pdf) to select a developer advisor. Five Steering Committee representatives also participated on the evaluation committee to shortlist the top three developer advisor candidates.
- ▶ **Development concepts in the design process.** Community voice informed two iterations of concept improvements and the selection of "Play" as the concept for the site.
- ▶ **Public benefit priorities.** The following key public benefit priorities emerged from Steering Committee members and the public. They guide Prosper Portland's strategy for delivering on public benefits in the implementation phase of the project.

2 <https://www.broadwaycorridorpx.com/people-first>

3 <http://prosperportland.us/wp-content/uploads/2017/04/Broadway-Corridor-RFQ-web.pdf>

Guiding Principles

ACCOUNTABLE

Implement a robust, proactive and transparent strategy that is a responsible expenditure of public funds, attracts private investment, and delivers targeted and equitable public benefits, with clear and enforceable milestones and metrics

CONNECTED

Leverage regional and local assets to strengthen multimodal transportation connections and improve accessibility to and through the area for all

EQUITABLE

Promote social equity, reducing disparities, and extending community benefits

PROSPEROUS

Foster economic and wealth prosperity for all through opportunities for innovation, creativity, education, and economic growth in the region

RESILIENT

Demonstrate leadership in sustainability, health and integration of the built environment with the natural environment and to promote human interaction with their environment.

VIBRANT

Create a unique and aesthetically stunning, mixed-use community that welcomes and reflects diversity, integrates private with public spaces, and enriches the quality of life for existing and new Portlanders of all ages, cultures, and backgrounds

		STEERING COMMITTEE	PUBLIC
KEY PUBLIC BENEFIT PRIORITIES	EQUITABLE	<p>Keep spaces affordable through strategies such as an affordable commercial tenanting program (office or retail) to promote small, local businesses.</p> <p>Integrate affordable housing units into the site that consist of a wide variety of housing types (1, 2, 3 bedrooms).</p>	<p>Housing is top-of-mind for numerous participants who struggle or have friends or family who struggle with the cost of housing. Many participants suggested increasing the amount of affordable housing as a solution.</p> <p>Providing affordable and family-friendly amenities and spaces is critical for existing and new communities to envision living on and/or visiting the site.</p>
	ACCOUNTABLE	<p>Deliver community benefits centered on racial justice through a legally binding Community Benefits Agreement (CBA), which should include oversight, accountability structures, and clear tracking of data from construction to lease-up and operations of the buildings.</p>	<p>Commit to ongoing communication and transparency particularly to those impacted most by the project (i.e. impacts of construction to people who work and live in the neighborhood, stakeholders involved) so they can see themselves in the vision for the site.</p> <p>Forging additional partnerships and being clear about the development planning process can improve the engagement process.</p>
	PROSPEROUS	<p>Local wealth creation opportunities:</p> <ul style="list-style-type: none"> • Provide wealth creation opportunities throughout the development process, especially for communities of color and low-income people. • Use local developer partnerships to provide the opportunity to build local knowledge • To build a pipeline, establish targets for minority, women, and disadvantaged business enterprise contracting and workforce for all aspects of work on the site through construction and operations. <p>Increase quality job opportunities:</p> <ul style="list-style-type: none"> • When recruiting an anchor employer, lead with the project's guiding principles and strategically attract companies that align with these principles. • Put job standards and living wages in place for construction, operations, and tenants. • Put workforce development strategies including apprenticeships in place throughout all aspects of the projects; emphasize the participation of people of color, women, and people with disabilities. 	<p>Supporting the growth of a variety of local, small businesses, especially those owned by people of color, is of high interest for numerous participants.</p> <p>Uplift people of color, particularly those with historic and cultural connections to the neighborhood, through a commitment to utilizing minority-owned businesses and making an intentional connection to Black-owned N/NE businesses to help them scale to and transition to a downtown setting.</p> <p>Participants identified access to a diversity of jobs at multiple skill levels as a key need, particularly for people of color, people with disabilities, and women.</p>

		STEERING COMMITTEE	PUBLIC
KEY PUBLIC BENEFIT PRIORITIES	VIBRANT	<p>Recognize the inevitable tension between lively public spaces and people who live outside, which has a significant impact on perceptions of safety and comfort on the site.</p> <p>Have a place management strategy and organization to operate the site, work with the current population living on and adjacent to the site and engage with those who are not represented in the initial engagement process.</p> <p>Create a community space and/or flexible event space that has diverse programming.</p>	<p>Participants wanted places to gather and a place for youth to go after school or during work hours—a community center was an often-cited idea as an anchor for the project to serve these needs</p> <p>Lack of safety was a major topic of concern as a barrier to a welcoming space.</p> <p>Participants shared strong concern with the increase in homelessness and saw housing and jobs that result from the redevelopment of the site as an opportunity to provide social services and access to public amenities to this population.</p> <p>Attracting a diverse community and connecting adjacent neighborhoods is important for making the Broadway Corridor site feel comfortable for all.</p> <p>Increasing the number of people who can access the site through transit, biking, walking, or driving is important for creating an inclusive space to live, work, or visit.</p>
	RESILIENT	<p>Incorporate performance metrics regarding energy, water, and materials and sustainable certification for the site.</p> <p>Integrate green infrastructure, particularly elements that serve both natural and human uses such as community gardens, ecoroofs with agriculture, or vertical greenery that provides cooling and shade.</p>	<p>When people have access to transit, greenspace, and affordable amenities, traffic decreases, health improves, ecosystems improves, and small, local businesses benefit</p>

Broadway Corridor

Community Engagement Report

“Is it [the Broadway Corridor] for the people who are already existing and living in those high-rise apartments and can already afford the area? Or are we going to welcome a new breed of income in that area that will actually be able to afford to live in that area? I want to be able to come down there as well, I want to be able to feel like it’s not out of my league.”

- PARTICIPANT IN BUSINESS OWNERS / DISPLACED RESIDENTS / FAITH LEADERS ROUNDTABLE

Purpose

This report describes the public involvement process and summarizes key themes from this process to inform the Broadway Corridor Development Plan, USPS Master Plan, and community benefit priorities. The Development Plan and Master Plan are also informed by city bureaus and the development advisor, Continuum Partners.

The purpose of the report is to:

- ▶ Share input from the Broadway Corridor Steering Committee and participants in the public engagement process, including summaries on the public involvement process and comments through the final phase of the Broadway Corridor Development Plan;
- ▶ Respond to public comments, noting changes made due to feedback; and
- ▶ Articulate next steps for moving into the design, permitting, and construction phase of the project.

Project background

USPS Site

The opportunity to relocate the USPS site's industrial functions to an industrial zone has long been a goal of the City of Portland. This site alone could accommodate nearly 10% of the total growth expected to occur in the Central City over the next 20 years in a location already served by transit and easily served by other infrastructure. Another location in the region could take 400 acres of land and \$105 million in infrastructure to serve these jobs and families.

To transform the USPS site and set the direction for its development, in June 2015 Prosper Portland began work on the Broadway Corridor Framework Plan. The Framework Plan proposed a high-level concept for the physical form of development and demonstrated the feasibility of redeveloping the downtown USPS Distribution Center. The Plan was adopted by the Board, which resulted in the City Council Line of Credit Approval to help Prosper Portland and the Portland Housing Bureau (PHB) jointly acquire the USPS property for \$88 million in September 2015. PHB contributed \$14.5 million as a commitment to affordable housing on site.





Broadway Corridor

The 34-acre Broadway Corridor study area encompasses the 14-acre USPS Site as well as other Prosper Portland-owned properties including Portland's Union Station, Block Y, Block R, and the Broadway Bridge Site.

Broadway Corridor is a people-centered development project that will permanently change Portland's downtown landscape. Four million square feet of development is possible on the Broadway Corridor site. That's more than three times the combined square feet of the US Bancorp Tower and the Wells Fargo Center, with the potential to add 4,000 jobs and 2,400 new households. The location and size of the Broadway Corridor represents an opportunity to realize Prosper Portland's vision for an equitable economy by advancing prosperity, creating a vibrant neighborhood, and supporting living wage jobs.

Vision Statement

The Broadway Corridor is a once-in-a-generation opportunity to create a unique, vibrant, mixed use, dense urban district seamlessly integrated with a regional multi-modal transportation hub in a genuinely Portland way.

The district vision is one that honors history and culture, fosters social equity and inclusion, and re-imagines how Portlanders live, work, enjoy and move through the city.

The statement above was created with the Broadway Corridor Steering Committee and Prosper Portland staff



Project approach

Prosper Portland acknowledges that in the past the agency has undertaken measures that have negatively impacted low-income residents and people of color through gentrification, displacement, and other activities. The team recognizes that development brings change and is focused on ensuring that future change benefits all Portlanders, especially those communities that haven't benefited from previous development projects. The form that engagement takes throughout this process is critical to ensure both collective success and development that occurs in a way that's equitable for and benefits all.

Some elements of the Broadway Corridor project are similar to past projects. The technical aspects of the development process will be constant, from predevelopment through construction. The team's ability to realize shared development goals will depend heavily on the overall health of the region's real estate and financial markets.

At the same time, Prosper Portland has done some things differently driven by its commitment to ensuring equitable benefits from the project and to creating an inclusive, welcoming, opportunity-rich place. Before shaping this process, Prosper Portland completed a Racial Equity Impact Assessment¹ to ensure mindfulness of how this project can be done differently to address historical inequities. The questions that have guided the approach throughout this project are: who benefits from this work, and how can the process ensure that all Portlanders can engage in meaningful ways throughout the process?

Prosper Portland also acknowledges that to enact equity in practice and address historic barriers to participation, engaging with community leaders who represented sectors that are noticeably absent from typical planning process is a priority for this project. The Broadway Corridor project public involvement process has been a new approach for the agency that requires it to earn trust, try new approaches to engagement, and learn from past mistakes.

¹ A Racial Equity Impact Assessment is an assessment of how institutional racism historically impacts decision making on a project. It also analyzes how the project can be done differently to address historical inequities with the end goal of "reducing, eliminating and preventing racial discrimination and inequities". Members of Prosper Portland's Equity Council facilitated the internal discussion over the course of five meetings, which resulted in findings for this project and can be found at: https://www.broadwaycorridorpx.com/s/Racial-Equity-Impact-Assessment_Broadway-Corridor.pdf

About Prosper Portland

Prosper Portland is the economic and urban development agency for the city of Portland. It focuses on building an equitable economy by carrying out a comprehensive range of economic development programs that support small business, improve access to workforce training, and create jobs for Portland residents. It works with partners to drive public attention and resources to different areas of the city, which helps Portland realize capital projects – parks, streetscape improvements, community centers – that would not happen on their own, making it a better place to live for all Portlanders.



Building an Equitable Economy

Prosper Portland is headed by an executive director who reports to a five-member, volunteer board of local citizens appointed by the mayor and approved by City Council. The structure allows the agency to exercise independence in program implementation and resource allocation.

Prosper Portland is committed to growing quality jobs, advancing opportunities for prosperity, creating vibrant neighborhoods and communities, and collaborating with partners to create an equitable city, with prosperity shared by Portlanders of all colors, incomes and neighborhoods.

Prosper Portland Equity Statement

"We acknowledge our past as we move forward to create economic opportunity and prosperity for all communities. We make racial equity the foundation of our community and economic development work. We hold ourselves accountable to Portland's communities of color and others our work has negatively impacted. While racial equity is the primary lens to focus our efforts, we understand the connection between racism and other forms of bias that lead to oppression.

Within our workplace and working with our partners, we embrace values of authentic inclusion, transparency, and collaboration.

We work toward nothing less than an anti-racist Portland that welcomes and serves all communities and perspectives. We encourage our partners to do the same."

People

Who is Shaping the Project

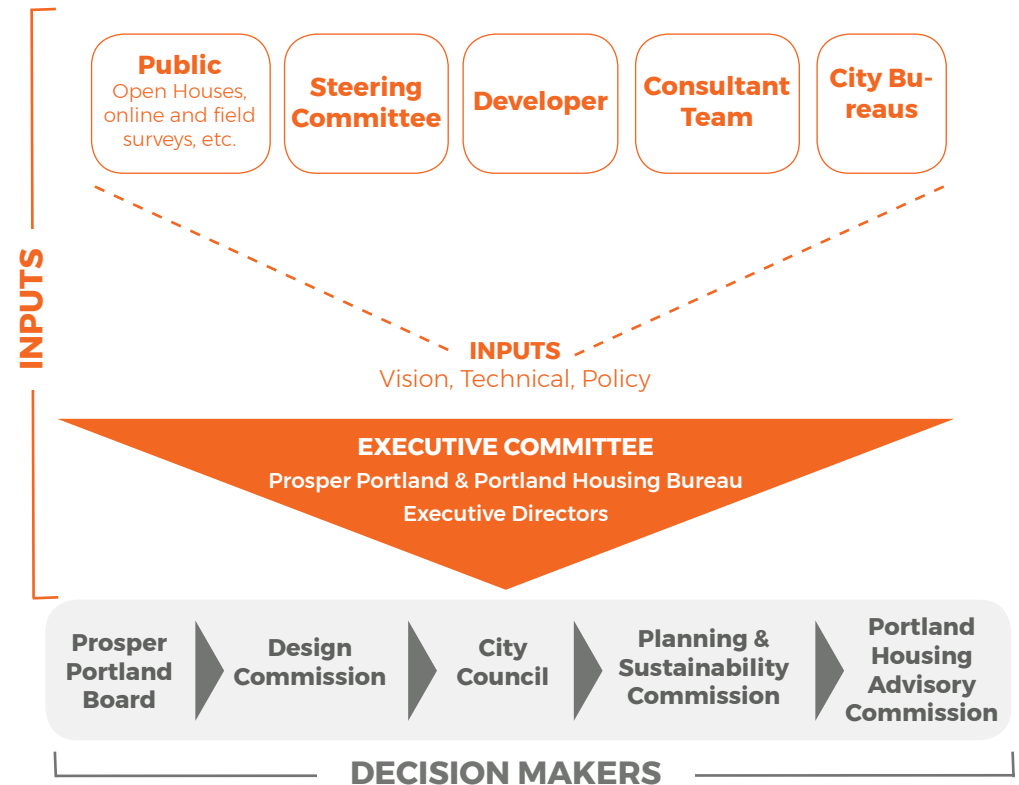
Implementing the vision for the Broadway Corridor project calls for collective effort. Multiple stakeholder groups have influenced the Broadway Corridor project:

1. **Steering Committee:** advises on the design and community benefits priorities to deliver on the project goals.
2. **Public:** provides feedback on what should be built and experienced on the site.
3. **Development Impact Study Stakeholders²:** contribute to the assessment of the impacts of relocating the USPS distribution center to the Cully neighborhood and redevelopment of the downtown property. This analysis informs the negotiations of a community benefits agreement.
4. **Public Partners:** Technical Team: advises on alignment with city policies, regulations and investment priorities.
5. **Consultants:** provide a technical planning approach to delivering on community feedback and priorities including planning, design, engineering, and transportation.
6. **Continuum Partners:** as the developer advisor, provides input on feasible implementation of the project goals through redevelopment of the USPS property³.

Multiple decision makers are involved, depending on the element of the project needing approval. For example:

- ▶ **Design Commission** approves the USPS Master Plan.
- ▶ **Prosper Portland's Board** approves the Broadway Corridor Development Plan and project agreements such as the Development Agreement and Community Benefits Agreement.
- ▶ **City Council** approves the investment package of city resources via city bureau partners.

Who is Shaping the Project



Steering Committee

² The purpose of the study is to evaluate and disclose actual and anticipated impacts from the relocation of the USPS distribution center and the redevelopment of the Broadway Corridor site. While the USPS distribution center relocation has already occurred, this analysis will inform the establishment of Community Benefits Agreements (CBA) for the redevelopment of the Broadway Corridor site.

³ Following a public-facing process, which included a public forum and a community-led evaluation process, Continuum Partners was selected to be the Broadway Corridor project developer advisor during the creation of the development plan. Upon completion of the plan, Continuum will have exclusive rights to negotiate Prosper Portland's portion of the United States Postal Service property:

<https://www.broadwaycorridorpx.com/rfq>

Early in the planning process, Prosper Portland convened a diverse, 40-member [Steering Committee](#) with membership fluctuating by three or four members throughout the process. The agency began the recruitment process in February 2017 by soliciting interest through an open call and targeted outreach for Steering Committee participants. Interested participants completed a brief form to explain their interest and expertise area. Prosper Portland leadership determined the composition of the Steering Committee, being mindful to reflect Portland's diversity, in early March 2017.

The recruitment process for the Committee focused intentionally on including representatives from communities which have not benefited from development projects or have been negatively impacted by them. The final Steering Committee roster included community leaders who brought important perspectives and interests in affordable housing, communities of color, neighborhoods, business and labor, development and design, sustainability, public space, transportation, and youth and education. The Healthy Communities Coalition⁴ was an important partner and sounding board leading up to the Committee's formation.

Prosper Portland asked members to advise the agency on selecting a development advisor, the development planning for the site, and framing priorities for a Community Benefits Agreement before decisions are made or a development is even in discussion. The Committee has advised Prosper Portland since April 2017 and continued to do so through July 2019 when the development planning process ended.

Committee members dedicated a significant amount of time and energy to this process, and their voices and perspectives have shaped the approach and outcomes of the project to ensure that equitable practices are front and center throughout. To facilitate this new engagement approach and maintain a focus on racial equity, Prosper Portland offered one-time stipends of \$5,000 for eleven organizations which provided a unique perspective on race, ethnicity, and socio-economic disparities. Stipends were intended to provide operational support, so representatives could dedicate the necessary time to make participation on the Committee a successful experience.

Public

Prosper Portland also broadened its outreach efforts to include and emphasize input from communities who have not benefited from development projects or have been negatively impacted by them.

⁴ The Healthy Communities Coalition (HCC) is a collaboration of some of Portland's grassroots racial and gender justice organizations, unions, environmental, housing and active transportation advocates, workforce developers, and small business leaders.

Steering Committee Members

(as of July 11, 2019)

1. Bridget Bayer, Main Street Alliance
2. Andre Bealer, NAMC-Oregon / MCIP
3. Gale Castillo, Hispanic Chamber
4. Joy Alise Davis, Portland African American Leadership Forum
5. George Devendorf, Transition Projects
6. David Dysert, Pearl District Neighborhood Association
7. James Faison, Faison Construction
8. Elaine Friesen-Strang, AARP
9. George Galster, Retired Economics Professor
10. Donald Genasci, University of Oregon
11. Jose Gonzalez, Miracle Theatre Group
12. Kelly Haines, Worksystems Inc.
13. Mike Houck, Urban Greenspaces Institute
14. Nathan Kadish, Ecotrust
15. Christian Kaylor, Oregon Employment Department
16. Elizabeth Leach, Leach Gallery
17. Neil Lee, CCBA / LEEKA
18. Peg Malloy, Portland Housing Center
19. Ana Muñoz, Latino Network
20. Willy Myers, PDC / Columbia Pacific Building Trades
21. James Paulson, JMPDX LLC / Worksystems Inc. Board
22. Tyrone Poole, OneApp
23. Lloyd Purdy, Greater Portland Inc.
24. Jay Richmond, Oregon Tradeswomen
25. Sam Rodriguez, Mill Creek Residential
26. Vivian Satterfield, Verde
27. Amanda Saul, Home Forward
28. Jeremy Simer, SEIU Local 49
29. Sarah Stevenson, Innovative Housing, Inc.
30. Nate Stokes, IUOE, Local 701
31. Michael Szporluk, Self-employed
32. Rick Turoczy, PIE
33. Don Tuski, Pacific Northwest College of Art
34. Alicia Daniels Uhlig, International Living Future Institute
35. Paul Vanderford, Sustainable Northwest
36. Oscar Arana, NAYA
37. Ian Williams, Deadstock

All Steering Committee materials including agendas, presentations, meeting summaries, and handouts can be found on the Broadway Corridor project website: broadwaycorridorpx.com/steering-committee

The project team solicited feedback through traditional channels such as open houses, online open houses, community presentations, dialogue, research with target audiences and tabling at community events, and exercises that focused on reaching communities of color, people with disabilities, displaced residents and low-income participants. All of these groups had participants, and as the project progressed, their participation and dedication were vital as the project team took in feedback. Prosper Portland also increased its public meeting marketing by publishing the November 2018 open house and online open house invitations in the Asian Reporter, Portland Chinese Times, Skanner, Observer, and Latino de Hoy; staff also improved the process by which people provided feedback.

The agency recognized that it needed support and additional methods of outreach to understand the experiences, needs, and challenges of various communities that will be impacted by this project. To this end, it contracted with Lara Media Services to support public engagement activities by expanding and improving outreach methods. Lara Media Services is a culturally responsive, full-service communication and outreach firm that applies marketing tools to facilitate strong relationships between commonly underrepresented communities and their clients through diversity, equity and inclusion strategies. Their work on this project included:

- ▶ Creating video testimonials to encourage participation in the project⁵
- ▶ Focus groups, roundtable conversations, and intercept surveys⁶
- ▶ Culturally responsive social media training
- ▶ Translation services (e.g. online open house in Spanish, social media posts)
- ▶ Messaging and copy
- ▶ Toolkit and presentation guidelines collateral
- ▶ Improving public meeting experiences

Prosper Portland also took advantage of concurrent outreach efforts focused on its projects in Old Town/Chinatown by sharing information on the adjacent Broadway Corridor project during five focus groups led by JLA Public Involvement ⁷.



Development Impact Study Stakeholders

The intent of the Broadway Corridor Development Impact Assessment was to determine the economic, environmental, social, and transportation impacts of the relocation of the United States Postal Service (USPS) distribution center and the redevelopment of the Broadway Corridor site.

Led by the Bureau of Planning and Sustainability, the seven-month-long study was informed by an advisory committee with representation from the Cully and Old Town Chinatown neighborhoods, including:

- ▶ Christine Chin Ryan, Synergy Consulting, Inc.
- ▶ Corky Collier, Columbia Corridor Association
- ▶ Vivian Satterfield, Verde
- ▶ Laura Young, Cully Association of Neighbors

Four advisory committee meetings, throughout the study, provided a venue for feedback and discussion on the process, including data availability and sources, study methods, findings, and limitations.

5 Video testimonials can be found at: https://youtube.com/channel/UC9jGld7Ad8Xw16_JW-3TvzQ

6 The full reports for the focus groups and roundtables are available on the project website: <http://broadwaycorridorpx.com/resources>

7 Old Town Chinatown Redvelopments: Block 25 and 4th/Burnside Focus Group Summary: <https://prosperportland.us/wp-content/uploads/2018/11/OTCT-Focus-Group-Meeting-Summary-2019-01.pdf>

Public Partners Technical Team

The Public Partners Technical Team is made up of bureaus and other public-serving entities that have a role in informing and/or implementing the Broadway Corridor. This group has met regularly since May 2017 to ensure the Development Plan aligns with city priorities and to provide technical guidance on planning, urban design, engineering, transportation, and public realm.

Consultant Team

Prosper Portland contracted with ZGF to complete an urban design framework and development strategy for the Study Area and a formal Master Plan for the USPS Property (including a Type III Land Use Review approval by the Design Commission). The process includes the preparation, evaluation and refinement of urban design and development concepts.

ZGF was selected through a competitive process for the preparation of the Framework Plan, which helped inform the go/no-go decision on the acquisition of the USPS property and the City's issuance of the line of credit. The solicitation for the Framework Plan allowed Prosper Portland to enter into a future contract to complete the site's Development Plan. Members of ZGF's team and subconsultant team have worked closely with Prosper Portland staff, Steering Committee members, the Public Partners Technical Team, and Continuum Partners on the development strategy.

ZGF's subconsultant team includes the various disciplines:

- ▶ Urban Design & Architecture
- ▶ Civil Engineering
- ▶ Transportation Planning & Engineering
- ▶ Landscape Architecture/Open Space Planning/
Public Art Planning
- ▶ Geotechnical Engineering
- ▶ Sustainability/Infrastructure
- ▶ Structural Engineering
- ▶ Cost Estimating
- ▶ Cultural Resources
- ▶ Placemaking
- ▶ Market Analysis & Real Estate Strategy

Public Partners Technical Team Members

(as of July 11, 2019)

- ▶ Hillary Adam, Bureau of Development Services
- ▶ Raihana Ansary, Office of Governor Kate Brown – Regional Solutions
- ▶ Joe Barra, Portland General Electric
- ▶ Dan Bower and Andrew Plambeck, Portland Streetcar Inc.
- ▶ Holly Braun, NW Natural Gas
- ▶ Kristin Calhoun, Regional Arts and Culture Council
- ▶ Nick Falbo, Mauricio Leclerc, and Zef Wagner, Bureau of Transportation
- ▶ Stephen Himes, Bureau of Environmental Services
- ▶ Brett Horner and Tate White, Parks & Recreation
- ▶ Rachel Hoy, Alisa Kane, and Mark Raggett, Bureau of Planning & Sustainability
- ▶ Dave Unsworth, TriMet
- ▶ Dory Van Bockel, Portland Housing Bureau

Continuum Partners

After reviewing input from a community-led evaluation committee, leadership from the Portland Housing Bureau, Prosper Portland and Mayor Ted Wheeler's office jointly recommended Continuum Partners to the Prosper Portland Board, citing the team's comparable experience, aligned values, and passion for the envisioned project. On April 11, 2018, the Prosper Portland Board of Commissioners unanimously voted to select Continuum Partners as the development advisor during the creation of a development strategy, and once the strategy is completed, Continuum will have exclusive negotiation rights to Prosper Portland's portion for the USPS property. Since selection, staff from Continuum Partners have regularly participated in key meetings including Steering Committee and Public Partner Technical Team meetings. They have provided important input on implementation feasibility of the development concepts.

Community Impact in the Planning and Community Engagement Process

Phase 1: Framework Plan

The Broadway Corridor Framework Plan served as the first phase of the planning process for the area. The purpose of the Framework Plan was two-fold:

- ▶ Articulate a strategic vision for development or redevelopment of the Broadway Corridor area, and
- ▶ Develop a preferred development concept for the USPS site.

Formulation of the Framework Plan included participation from a Stakeholder Advisory Committee and a Technical Advisory Committee, input from public open houses and surveys (online and in person), and the expertise of a multi-disciplinary consultant team.

Phase 2: Development Planning

This report focuses on the development planning phase of the project, which launched in spring 2017 with the establishment of the Broadway Corridor Steering Committee. Prior to the start of this phase, a Racial Equity Impact Assessment was completed to assess the possible impacts and potential strategies to be used toward more equitable outcomes. In this phase, Prosper Portland completed due diligence to inform the best approach for upcoming phases of the project.

Community members, public partners, and other stakeholder groups influenced each outcome through visioning exercises, technical analysis, and review of the City's existing policies. The four primary outcomes of this phase and specific points of community impact at each outcome are described below.

OUTCOME 1) Articulation of project vision, guiding principles, and goals (completed November 2017). Throughout the project, guiding principles and goals developed by the project's Steering Committee served as a framework throughout decision-making milestones. For example, the guiding principles and project goals provided the framework for:

- ▶ the evaluation criteria for the developer advisor RFQ;
- ▶ the evaluation criteria for the selection of the preferred development concept; and
- ▶ the public benefits to be delivered for this project.

The guiding principles and project goals are detailed on page 16.

OUTCOME 2) Selection of a developer advisor (completed May 2018).

Development teams submitted proposals in response to a request for qualifications issued in November 2017 by Prosper Portland and the Portland Housing Bureau to identify partners in the Broadway Corridor. The selected partner would serve as an advisor during the creation of a development strategy for the site. Once the strategy is complete, the selected partner will have exclusive rights to propose a redevelopment plan for the 14-acre United States Postal Service property in northwest Portland. A set of criteria co-developed with the Steering Committee utilizing the project goals and guiding principles as a framework was used to evaluate proposals.

OUTCOME 3) A design process to inform the creation of a Development Plan and a USPS-specific Master Plan (to be completed in fall 2019). These plans establish guidelines related to:

- ▶ Land Use
- ▶ Density, Building Types, and Heights
- ▶ Transportation
- ▶ Sustainability
- ▶ Development Phasing

Throughout the design process, public input has guided the development of concepts for the site as well as the principles of design for racial and social equity. A summary of input from the design process is detailed in the next section.

OUTCOME 4) Community benefit priorities articulated in this report will inform the delivery of public benefits from this project. Community ideas and feedback have informed Prosper Portland's priorities for a community benefits agreement. Community benefit priorities are described in more detail later in the report.

GUIDING PRINCIPLE	PROJECT GOALS The Broadway Corridor Project will...
Accountable	
<p>Implement a robust, proactive and transparent strategy that is a responsible expenditure of public funds, attracts private investment, and delivers targeted and equitable public benefits, with clear and enforceable milestones and metrics</p>	<ol style="list-style-type: none"> 1. Identify and promote clear, long-term, and enforceable financial, community benefit, and environmental metrics that reflect best practices at all stages of design, development and operations. 2. Intentionally engage communities of color and other under-served and under-represented people in decisions in all stages of the process, including future oversight, in a manner that encourages community interaction and is welcoming to and informed by Portlanders of all ages, abilities, cultures, and background; integrate input received via meaningful public engagements.
Connected	
<p>Leverage regional and local assets to strengthen multimodal transportation connections and improve accessibility to and through the area for all</p>	<ol style="list-style-type: none"> 3. Improve safe, reliable, and affordable access for low income communities including connecting affordable housing with employment providing adequate wages. 4. Create a coordinated and efficient multimodal transportation system that encourages people to choose healthy, active, and low-carbon transportation modes and systems, and enhances the economic competitiveness of the region. 5. Enhance Union Station as an active center and destination. 6. Provide an accessible, active, vibrant streetscape prioritizing pedestrian and bike infrastructure that enhances the neighborhood greenway system and builds connectivity with adjacent neighborhoods.

Equitable

Promote social equity, reducing disparities, and extending community benefits

7. Improve socio-economic opportunities for people of color, such as through affordable commercial space for diverse businesses, workforce training, and contracting opportunities.
8. Strong commitment to utilizing a combination of certified minority-owned, woman-owned and DBE firms and union vendors in design, construction and ongoing operations to create living wage jobs for a diverse workforce.
9. Provide adequate and affordable housing serving households earning 0 – 60% median family income (MFI) with a portion targeted to serving households earning 0 – 30% MFI.
10. Provide a mix of housing units, including family sized and multi-generational housing.
11. Provide integrated mixed-income development including housing and commercial space for all income levels.
12. Utilize Universal Design to ensure public and private development can benefit and be utilized by all, and public spaces are welcoming to all community members.
13. Advance environmental justice principles to ensure development does not exacerbate historical inequities regarding the impacts of environmental and health hazards including air pollution and urban heat island effect especially on communities of color and low-income communities.

Prosperous

Foster economic and wealth prosperity for all through opportunities for innovation, creativity, education, and economic growth in the region

14. Create living wage jobs for all, at all skill levels and with career pathways, through partnerships with tenants, particularly providing employment and job training opportunities for communities of color and other underserved populations.
15. Leverage large central site as a regional employment hub and recruit major anchor High Road Employer.
16. Provide a diverse range and size of businesses, including stabilizing and growing small local businesses and providing opportunities for innovation and starting new businesses.

Resilient

Demonstrate leadership in sustainability, health and integration of the built environment with the natural environment and to promote human interaction with their environment.

17. Implement strategies that achieve the goals of the Portland Plan and Climate Action Plan to become an equitable, ecologically healthy, zero net-carbon and fossil fuel-free city. Create a thriving and healthy built environment that promotes human, social, and ecological interaction.

Vibrant

Create a unique and aesthetically stunning, mixed-use community that welcomes and reflects diversity, integrates private with public spaces, and enriches the quality of life for existing and new Portlanders of all ages, cultures, and backgrounds

18. Promote groundbreaking design in a truly mixed-use, diverse and active 24-hour large urban development that supports pedestrian-scale and the public realm and is designed to become a new Portland icon.

19. Provide high quality green and hardscape open space including extending the Park Blocks, and providing amenities for families, public spaces for events, seating areas, and landmark artwork (Connect parks, neighborhood greenways and public/private open space as an integrated system).

20. Include amenities that meet neighborhood needs and are accessible to all segments of the community, such as a community center, educational use, library or recreational facility.

21. Connect past and future of the place and the people who have been here.

22. Support diverse arts, cultural artists, and art organizations through the design, construction, and operational phases of the project.

Guiding Principles



Aspirations & Core Values

Project Goals

Developer
Experience &
Evaluation
Criteria

Development
Planning
Activities

Community
Benefit
Priorities



Success Metrics

Development
Agreement

Community
Benefits
Agreement

Oversight
Structure

Equitable Design

Principles of Design for Racial and Social Equity*

Engage and elevate the voices of underrepresented groups in each phase of planning & design

Provide public spaces to just be, meaning:

- ▶ Places that don't feel like you need a specific purpose, activity or transaction to be there.
- ▶ Places to sit that don't appear to be connected to a building or a business
- ▶ Places for groups to gather

Create spaces in buildings and within the public realm to accommodate businesses serving low-income customers, particularly with respect to food and drink, including:

- ▶ Affordable retail space in buildings
- ▶ Designated spaces for food carts or other street vendors

Avoid excessive or unnecessary spending on infrastructure that may limit resources available for other community priorities.

*These principles are the result of interviews and public engagement during Phases B2 and C1. They have and will continue to inform specific site features and programming for future development projects in the Broadway Corridor project area.

Planning and Community Engagement Process

Planning milestones and community engagement feedback loops are shown in the Planning and Community Engagement Process graphic below. Specific descriptions of community engagement tools follow the diagram.

 Focus Group

 Focus Group
OLD TOWN/CHINATOWN

 Pop-up

 Public Meeting

 Steering Committee

2017

2018

MAY JUN JUL AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG

STEERING COMMITTEE FORMED

Early on in the process, Committee members were recruited and selected to advise Prosper Portland, Portland Housing Bureau & Mayor's office on goals for the project including criteria for and selection of a developer partner, the mix of housing and employment opportunities, configuration of streets and parks, and priorities for community benefits.

DEVELOPER
RFQ ISSUED

DEVELOPER
ADVISOR
PUBLIC
FORUM AND
SELECTION

DEVELOPMENT
PLANNING
KICK-OFF

 Milestone

10

FOCUS
GROUPS

4

PUBLIC
MEETINGS

3

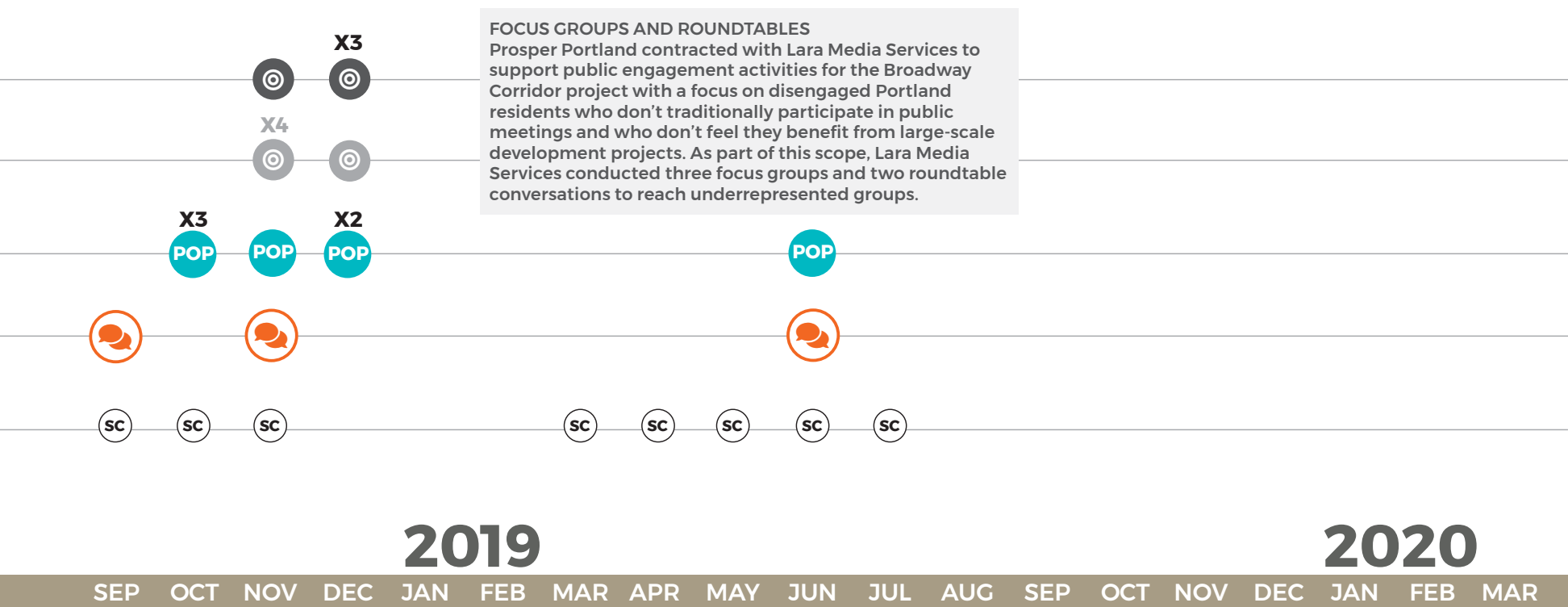
ONLINE
FORUMS

12+

STAKEHOLDER
PRESENTATIONS

6

POP-UP
EVENTS



11
MILESTONES

20
COMMITTEE MEETINGS

1,004
TOTAL ATTENDEES

1,046
TOTAL COMMENTS

Public Engagement Tools

Public Engagement in the Design Process

To build public spaces that are welcoming to all Portlanders, the project team gathered feedback to inform milestones throughout the development planning process. General questions asked during outreach efforts for each milestone are shared below.

- 1. Placemaking visioning.** Ideas at this stage informed a place-making and programming document, which guided the preparation of the preliminary (or first draft of) development concepts for the site. A Placemaking Vision was developed for the site, which can be found in the appendix.
 - ▶ Identify the key destinations in the Broadway Corridor area (half-mile radius), and downtown Portland. What makes this important? What is missing that could be added to the site and why?
 - ▶ Identify areas in downtown where you feel comfortable and uncomfortable.
 - ▶ What would make the public spaces in the area feel comfortable, safe, and welcoming to you and your family?
 - ▶ What activities would you like to do in the Broadway Corridor project area that you can't do in the city now?
 - ▶ What concerns do you have about the project?
- 2. Preliminary development concepts for the site.** The project team presented three preliminary concepts based on ideas gathered in the placemaking visioning stage: Play, Nature, and Discovery.
 - ▶ Can you see yourself spending time in a place like the concept describes – living, working, or playing?
 - ▶ What about the concept is appealing for you and your friends, family, and/or community?
 - ▶ What can be improved about the concept, so it is a place for all Portlanders including communities of color and low-income residents?
- 3. Refined development concepts for the site.** The project team used input from stakeholders including the Steering Committee, general public, city bureau partners, and Continuum Partners to improve the three preliminary concepts.
 - ▶ Do the streets, parks, open space feel comfortable, safe and welcoming to you and your family? Why or why not?
 - ▶ What aspects of design make this a place for all Portlanders especially you and your community?
 - ▶ How can we support diverse arts, cultural artists, and art organizations on this site?
 - ▶ Share your ideas of how we honor the history of people and places that came before us here.
 - ▶ What activities would you, your family, and friends like to do in the Broadway Corridor?

STEERING COMMITTEE MEETINGS

The Broadway Corridor Steering Committee is an advisory committee composed of approximately 40 community members who are demographically diverse and represent a broad range of geographic and subject matter expertise and interests. The Steering Committee has met monthly since May 2017 and has informed the project goals and priorities. The Steering Committee advises Prosper Portland on the formulation of a development plan for the USPS site and adjacent properties, identification of community benefits priorities for a future CBA, and a future oversight approach.

DEVELOPER PUBLIC FORUM

The first major point of public engagement in the lead-up to the development planning process for the Broadway Corridor Project was the Developer Candidate Public Forum on March 21, 2018. This was a chance for the public to learn more about the Broadway Corridor Project and to hear from the three short-listed developer candidates. Through the developer selection process, Prosper Portland's Board chose Continuum Partners from Denver, CO as the developer advisor for the Broadway Corridor development planning process. Following completion of the development plan, Continuum Partners will have exclu-

sive negotiation rights to develop the USPS site. The March 21 event sold out with 390 registrants and streamed live on YouTube to accommodate a wider audience. More than 230 attendees signed into the event and 183 of these participated in feedback surveys.

OPEN HOUSES

Four Open Houses took place for the public to evaluate and provide feedback on the Broadway Corridor visioning process and development concepts (Play, Nature, and Discovery) developed by ZGF Architects. The first Open House on July 25, 2018 allowed the public to provide their input and feedback on the visioning process of the project. The July 25 event drew 220 attendees and 42 of these participated in feedback surveys.

The second Open House on September 26, 2018 presented the three preliminary development concepts to the public and gathered their feedback to incorporate in the concept revision process. This event drew 129 attendees and 12 of these participated in feedback surveys.

The third Open House on November 28, 2018 presented the three refined development concepts intended to respond to both public input received at the September Open House and the guiding principles and project goals developed by community leaders on the Steering Committee. This was also a further opportunity for community members to share their thoughts on the components of the Play, Nature, and Discovery refined development concepts. This event drew 61 attendees and 38 of these participated in feedback surveys.

The fourth Open House on June 4, 2019 presented the preferred development concepts and the most cited community ideas and suggestions. The event drew approximately 200 people and 25 participated in feedback surveys.

Prosper Portland advertised all four Open Houses on its Facebook and Twitter accounts and sent email invitations to more than 1,800 people. Prosper Portland also advertised the November Open House in culturally specific newspapers including Latino de Hoy, the Skanner, the Observer, Portland Chinese Media, and the Asian Reporter.

ONLINE OPEN HOUSE

Over the course of the Broadway Corridor project, four Online Open Houses aligned with the four Open Houses described above offered additional feedback opportunities to members of the public who were unable to attend the other Open Houses. These took place for 1-2 weeks; for the third Open House, the public had the option to complete the

“...people of color, most of us have been really pushed aside. And I think we owe it to the fabric of our community, to make it so that it [the Broadway Corridor] addresses everyone in it.”

- PARTICIPANT IN DISPLACED RESIDENTS ROUNDTABLE

Online Open House in Spanish. The number of responders for the four Online Open Houses were 18, 40, 54 and 8 respectively.

The first online open house was available until August 2018. The introduction to this series emphasized the focus on racial equity and community inclusion as being at the forefront of the Broadway Corridor project vision. **A total of 18 participants responded to questions like:**

- ② What news banner headline would you like to see about the Broadway Corridor in ten years?
- ② Describe your concerns about the Broadway Corridor project.
- ② What activities would you like to do in the Broadway Corridor project area that you can't do now in the city? (Events, recreational activities, programs, etc.)

The second online house closed in October 2018 with a tally of 40 participants. **One of the most inviting questions that garnered detailed responses was:**

- ② Are there any big ideas you have for the Broadway Corridor you would like to share with us?

Some responses offered feedback on the potential uses of the space, such as building a skatepark or sun dial. Others made the case to include more nature in the design, while many comments mentioned the immense need for affordable housing. The word cloud generated key topics of interest like: energy, parking, nature, art, character, buildings and great opportunity.

The third online open house had an extended run until mid-December 2018 to a total of 54 responses examining the three concepts of Play, Nature and Discover. The Play concept received the highest rating among the three options. A total of 57.7 percent of participants agreed that the Play concept felt comfortable, safe and a welcoming.

Additional questions in the survey included:

- ② How can we support diverse arts, cultural artists, and art organizations on this site?
- ② Share your ideas of how we honor history of the people who have been here and the history of the place.
- ② How did you hear about this online open house?

The fourth online open house closed on June 21, 2019. This was the final opportunity in the engagement process for the community to give additional input on the chosen “Play” concept and to reflect on the priorities that had been established over the past year.

In answer to the question whether the Broadway Corridor is a good opportunity for the community, some of the comments included phrases like “groundbreaking,” “community focus to a needed area,” and “improvements to an underutilized space.”

Below are examples of questions featured in the survey:

- ② What is your top priority for the Broadway Corridor project?
- ② What best describes your connection to the Broadway Corridor located in the Old Town Chinatown Neighborhood?
- ② Will you continue to participate in the planning of the Broadway Corridor project?

FOCUS GROUPS

Prosper Portland contracted with Lara Media Services to support public engagement activities for the Broadway Corridor project with a focus on disengaged Portland residents who don’t traditionally participate in public meetings and who don’t feel they benefit from large-scale development projects. As part of this scope, Lara Media Services conducted three focus groups and two roundtable conversations to reach under-represented groups:

- ▶ Focus Group 1 – 08/07/2018: Broadway Corridor Low-Income Residents
- ▶ Focus Group 2 – 11/06/2018: Individuals with Disabilities
- ▶ Roundtable 1 – 12/01/2018: Communities of Color (seven tables hosted in four languages: Russian, Chinese, Spanish, and English)

- ▶ Focus Group 3 – 12/03/2018: Trades, Union & Non-Union Construction Workers, & Contractors
- ▶ Roundtable 2 – 12/13/2018: Faith-based Leaders, Business Owners of Color, & Displaced Residents (five tables hosted)

During focus groups led by Lara Media Services, key questions asked included:

- ② What is your favorite place in Portland? What are the elements that make this place your favorite?
- ② Do you often come to downtown? Why or why not? Do you find it accessible? What is missing?
- ② What is the most important need you have right now?
- ② What support would you need to get a better job? What would make your job better?
- ② Would you like to rent a place in the Pearl or downtown Portland? What kind of support do you need to either open a business or help your business grow?
- ② What can Portland do to make “moving” around downtown better (transportation)? What is missing?
- ② How would you like this project to benefit you, your family and your community?
- ② How would you like to be involved and see your community get involved in the process?
- ② What would motivate you to participate in the Broadway Corridor project?
- ② What do you think this project (Broadway Corridor) needs? What would you like to see to make you and your family feel welcomed and to benefit you and your community?
- ② What do you think should be done differently than past urban development projects?

In addition, five focus group meetings between November and December 2018 with the Chinese community, Japanese community, the general public, Old Town Chinatown (OTCT) residents, and the Old Town Community Association provided opportunities to share information about the Broadway Corridor. JLA Public Involvement conducted these focus groups, which centered on the Old Town/Chinatown redevelopments (Block 25 and 4th/Burnside). The Broadway Corridor project team took the feedback from these focus groups into consideration and it has been incorporated into this report.

POP-UP SURVEYS

Pop-up events were an additional way to engage and inform the public about the project. Three separate events took place throughout the city: in Union Station on November 30, 2018; at the Rose Quarter on December 14, 2018; and at the Hollywood Library on December 16, 2018.

At the suggestion of Project for Public Spaces, Lara Media, Prosper Portland staff and ZGF representatives coordinated these public events to increase engagement opportunities with disengaged Portlanders who may not traditionally participate in public forums and to gather the opinions of more individuals about this project. During the pop-up events, Lara Media Services surveyed 119 individuals to understand their awareness of the Broadway Corridor project and what they wanted to see in downtown Portland.

At each location, concept boards showcased the vision, mission and key facts about the Broadway Corridor. Staff surveyed participants and answered questions about the project. **Some of the survey questions included:**

- ❓ What makes you visit downtown?
- ❓ Have you heard about the Broadway Corridor Project?

In addition to the pop-up survey events, the concept boards were also stationed at culturally specific organizations for brief periods of time during the past year: in the Powell/Foster neighborhood at the Mercado, in the Cully neighborhood at the Native American Youth and Family Association, and at the Rosewood Initiative in Gateway.

The following were the top three survey results:

- ▶ Adding parks for the whole family
- ▶ Creating and improving streets as places
- ▶ Having a community market

A detailed report of the pop-up events is available online at:

broadwaycorridorpd.com/s/6_BC_PopUpSurveys.pdf

"I don't like going down there [downtown Portland] because I don't feel welcome. There's a lot of white people, it's not very diverse. So when I go down there I feel like an outsider."

- PARTICIPANT IN COMMUNITIES OF COLOR ROUNDTABLE

Summary of Comments on the Development Concepts

Background

Extensive public input guided the design of the development concepts, which is the physical plan for the site that will be documented in the Development Plan and the USPS-specific Master Plan. Development concepts articulated a framework for the relationship between the street grid, block layout, and general land uses of the development.

This section summarizes comments gathered from the July, September, and November Open Houses and Online Open Houses, focus groups, stakeholder interviews, the Steering Committee, and City staff and consultant study team members on the physical design of the development concepts: Play, Nature, and Discovery.

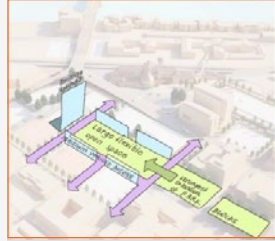

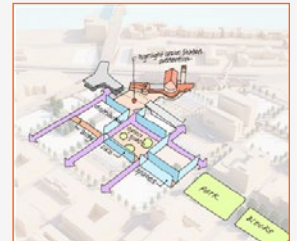
After considering feedback from all parties, the Executive Committee selected “Play” as the preferred development concept for the site because it could best deliver on the project’s guiding principles and goals, the City’s investment priorities, and feasible implementation. The concept will be improved with stakeholder input until a final Development Plan and Master Plan is submitted for approval in fall 2019. The following are considerations for further refinement of Play to ensure an active, welcoming and safe public realm:

- ▶ **Green Loop:** Clarify the vision while identifying opportunities for cost savings, minimizing phasing impacts on adjacent development, and integrating Universal Design principles
- ▶ **Union Station:** Ensure activation and integration of Union Station, including safe and inviting public realm beneath Broadway Bridge
- ▶ **Public Realm Programming and Activation:** Pursue funding and partnership strategy for long-term public realm programming and safety as part of coordinated investment strategy and project agreements; integrate amenities for families such as a children’s playground; integrate arts and culture
- ▶ **Natural Environment & Green Infrastructure:** Increase integration of the natural environment within publicly accessible spaces; express Portland’s leadership in green development
- ▶ **Phasing, Density & Parcelization:** Explore how to best balance opportunities for incremental development, multiple ownership opportunities, and affordable commercial opportunities while also accommodating the City’s forecasted growth

It is important to highlight that each development concept has been guided by the Principles of Design for Racial and Social Equity on page 19, which are the result of interviews and public engagement in earlier phases of this project.

Summary of Comments on the Preliminary Development Concepts

The following is a summary of high-level feedback and corresponding improvements to the preliminary three development concepts. These were developed based on visioning input from the June Steering Committee meeting and July open house and online open house. The preliminary development concepts were presented and commented on during the September Steering Committee meeting, open house, and online open house:

PLAY	NATURE	DISCOVERY
		
Strongest extension of park blocks	Less rigid footprints breaking the Portland grid	Linked open spaces with a significant open space linked to Union Station
Largest open space	Medium & linear open space	Distributed open space
Medium level of streets with vehicular access	Least through streets with vehicular access	Most streets with vehicular access

PLAY:

- ▶ **Feedback:** the blocks seem too large; there may not be enough east-west flow; affordable housing clustered in two sites; green area is limited in its use as only a sports field

What was improved in the refined concept: ZGF tried to highlight pedestrian pathways, showed the multiple and flexible uses of the space for more than just a sports field

NATURE:

- ▶ **Feedback:** the building footprints may not be commercially viable; this concept should have clearer purpose for open spaces; more clarification of Universal Design principles; and may not be welcoming to some cultural groups

What was improved in the refined concept: ZGF worked on more even building footprints, provided more ideas for the purposes of open spaces, provided accessible connection from NW Johnson to Broadway Bridge, and expanded on nature as a more vibrant and open landscape

DISCOVERY:

- ▶ **Feedback:** Location of the Green Loop should be moved further toward the middle; housing affordability concerns regarding location and scale; small spaces can be difficult to program versus larger, more civic spaces; Union Station drop-off should be reconfigured to prioritize pedestrians and reduce the parking lot size; does not have a north-south street

What was improved in the refined concept: ZGF made the spaces slightly larger and more specific; adjusted the Green Loop

COMMENTS ACROSS ALL CONCEPTS:

- ▶ Create spaces for businesses that serve the low-income community
- ▶ Arrange affordable housing on the site so it is integrated and not on the edges of the concepts; concepts highlight suggested ways of arranging these sites and offer alternate sites
- ▶ Spread out affordable housing instead of concentrating all affordability into one parcel

"The only thing that's really going to do it is people. People being involved in owning their community, you know. Not more police, not more this or that but just people being involved"

– PARTICIPANT IN LOW-INCOME RESIDENTS FOCUS GROUP



Summary of Comments on the Refined Development Concepts

This section summarizes more than 600 comments on the refined development concepts received from the Steering Committee, general public, and city bureau partners. The general public was asked to comment on the overall design and whether the streets, parks, and open space felt safe and welcoming. The Steering Committee engaged in a more detailed evaluation focusing on alignment with the guiding principles and project goals. Finally, city bureau partners provided input based on the city's investment priorities. This feedback ultimately led to the selection of the Play concept, which was consistently ranked first or second by all parties.

PLAY

What's working in Play:

Steering Committee

- ⊕ Creates an equitable space because it offers versatile open space for community activities and interaction
- ⊕ Based on lowest cost, seemingly highest chance of implementation among concepts and offers the most potential for resources for community benefits
- ⊕ Provides an active recreation area that currently doesn't exist in the central city
- ⊕ Best leverages the current Park Blocks
- ⊕ Best option to connect the Pearl and Old Town/Chinatown neighborhoods and enhance sense of welcoming to the surrounding context

General Public

- ⊕ Large gathering area feels welcoming to all ages and abilities, fosters a space for community interaction, and seems most flexible for different activities and needs.
 - ▶ The open space as a focal point draws people in and has the most visibility as a public space with no sense of a private neighborhood. Multi-recreational use for sports, play space, community event space, or outdoor workout space for exercise feels safest and most useful for the broadest range of people. This space provides more access for children and young adults to come downtown to recreate.

Play Concept

Extends the North Park Blocks to Johnson with a flexible open space that can be used for sports and community gatherings.



Active Recreation



Health & Wellness



Resilient Community



Public Terrace



Sports & Recreation



Public Gathering



PNCA Plaza

- ⊕ Feels people- and pedestrian-friendly.
 - ▶ Living streets are appealing to integrate pedestrian, bicycle, and vehicle traffic.
- ⊕ Connectivity to the rest of the city, between existing neighborhoods, through the Green Loop, and to Union Station is appealing.
 - ▶ The connection and flow to Union Station feels inviting as you can easily see how to get to and from the Broadway Bridge. The medium vehicular traffic feels like a good level of access for cars and bikes. Good Green Loop extension and connection. Feels integrated with downtown and connected to existing neighborhoods.
- ⊕ Utilizing this space to increase prosperity among businesses owned by people of color and for a small business incubator is appealing.
- ⊕ Continuation of the Park Blocks is clear and continues the historic grid.

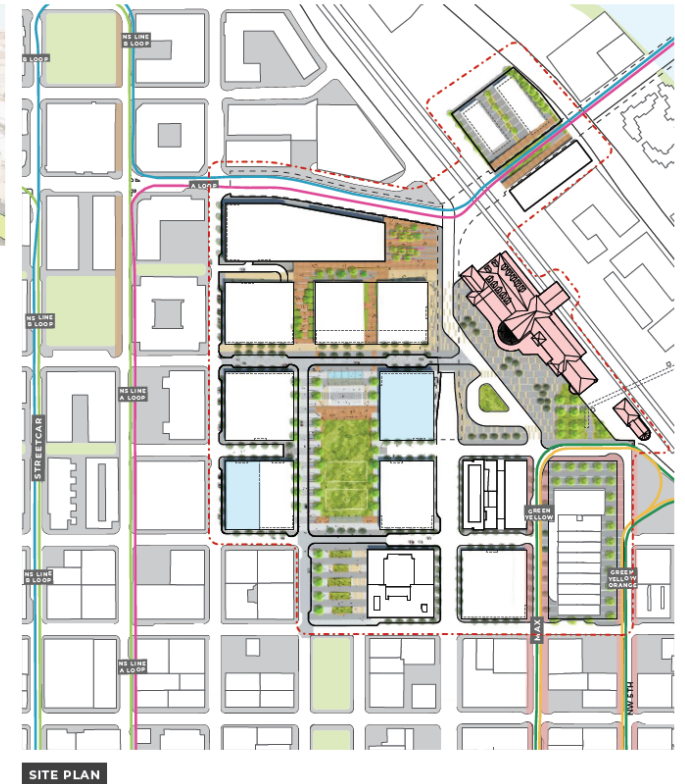
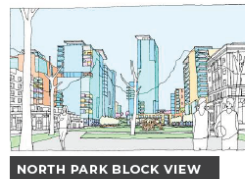
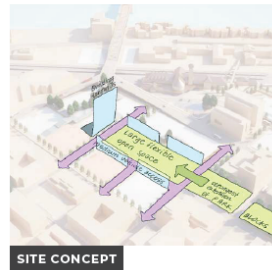
What's not working in Play:

Steering Committee

- ⊖ Not iconic and distinctive
- ⊖ Highly dependent on programming and flexible use of space

General Public

- ⊖ Configuring the Park Blocks as a large open space feels unsafe and requires active ground floor uses and programming to work.
 - ▶ The current Park Blocks feel unsafe and uninviting so extension of the Park Blocks in a similar way feels like the space will be underutilized and not occupied by a diversity of people. This type of open space will need to be programmed with a wide variety of free activities and as a more casual play space. Active ground floor uses would make this a safer space.
- ⊖ Stronger connectivity between the open space to Union Station would make this feel more welcoming for people from the train station.
- ⊖ Space feels unorganized and has a lack of identity. This concept loses the potential to be something interactive and does not feel unique.



"Communities don't have a space to gather in downtown, everything is expensive, our families cannot go there."

– PARTICIPANT IN BUSINESS OWNERS / DISPLACED RESIDENTS / FAITH LEADERS ROUNDTABLE

NATURE

What's working in Nature:

Steering Committee

- ⊕ Most unique, world-class, distinctive, and memorable design among concepts
- ⊕ Provides equitable access to nature in the city
- ⊕ With the largest amount of open space, provides benefits such as reduced heat stress, improved water and air quality, energy savings, enhanced well-being, and resiliency
- ⊕ Curvilinear public space is inviting
- ⊕ De-emphasizes use of cars, pedestrian-friendly space
- ⊕ Most aspirational and highlights bold response to climate change

General Public

- ⊕ The revision to larger gathering spaces is appealing as it creates dynamic and flexible spaces.
 - ▶ The open spaces including public foothills and meadow playground provide areas for play with your kids, play dates, concerts, rallies, and generally, a greater mixing of people. The spaces feel like they can be adapted to different needs.
- ⊕ Expands access to nature in the city.
 - ▶ A forest in the city is appealing. It tells the story of the adjacent river. The trees can provide natural shade and a canopy that will be helpful in summer and winter.
- ⊕ Feels safe and pedestrian-friendly as it has the least amount of vehicular access.
 - ▶ This can contribute to better health outcomes, is safer as good sightlines separate people from traffic, and feels more welcoming. The crooked pathways and direct Green Loop connection are appealing, quirky and playful like Portland.

Nature Concept

Expands access to nature and health with a central urban forest, landscaped pathways and green buildings.



Shift the Grid



Green Heart



Gathering Spaces



Public Foothills



Meadow



Playground



PNCA Plaza

- ⊕ This concept is unique and would be iconic.
 - ▶ The broken-up grid makes it more interesting and the concept flows well through the public spaces to the Broadway Bridge onramps. The greenspace weaves through the site and points the way to a potential connection to the river. The site feels calming and connected. The uniqueness of this concept is consistent with Portland's identity around nature. It also lends more to exciting structures and appealing architecture.
- ⊕ Anticipate businesses prospering here, especially if the opportunity is given to businesses owned by people of color.

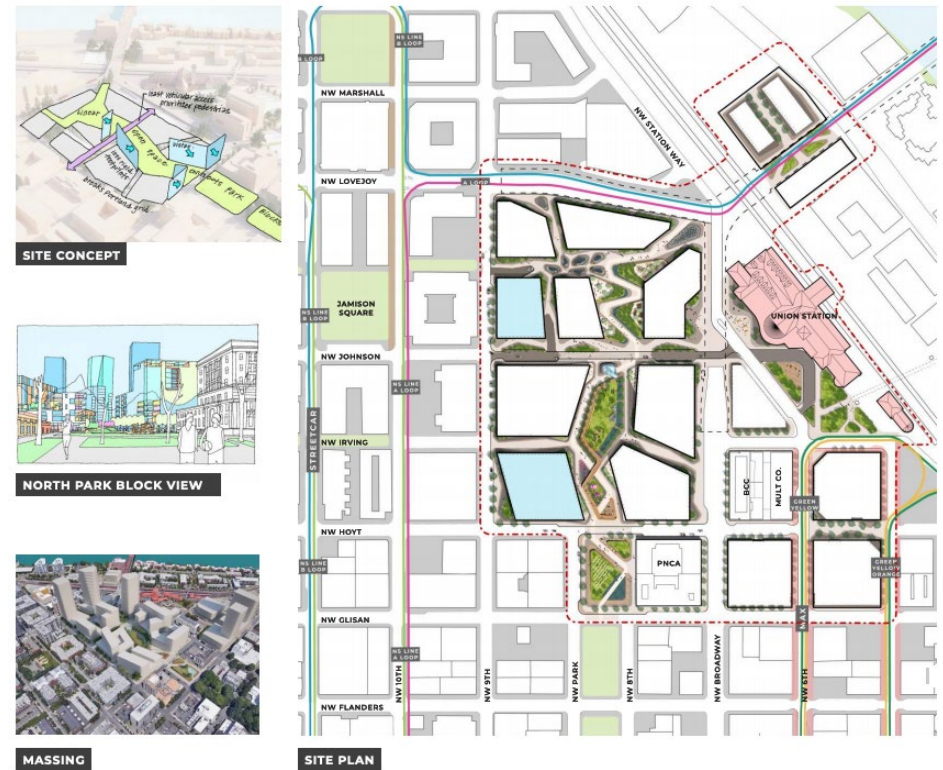
What's not working in Nature:

Steering Committee

- ⊖ Can feel restrictive and unavailable for different community functions
- ⊖ Building parcel shapes should be simplified, does not seem like a successful idea for development
- ⊖ Green Loop bikeway shouldn't be central to the mostly pedestrian space

General Public

- ⊖ Does not feel welcoming as the broken-up grid feels disorienting, wooded/forested areas can feel unsafe, the public spaces seem less accessible, and the overall concept feels too contrived.
 - ▶ Breaking up the grid feels opposite to the project's purpose of connectivity and inclusion as the broken-up grid can be confusing, the meandering and inefficient zig-zag walkway seems unappealing for cyclists and pedestrians, and the site feels too enclosed with limited visibility. Layout of the angles appear arbitrary and unrelated to the existing iconic views. It also feels like there would be safety issues in the public space at night and generally, shorter blocks are best for pedestrian safety. While the layout is appealing, the shapes of the parcels could make the space less affordable.
- ⊖ Feels less community-focused and unaccommodating to larger gatherings such as festivals.
- ⊖ Needs a better connection to the river.



"If you have affordable housing for families you have to make other places affordable too."

- PARTICIPANT IN COMMUNITIES OF COLOR ROUNDTABLE

DISCOVERY

What's working in Discovery

Steering Committee

- ⊕ Provides best opportunity for small retail businesses to succeed and create wealth locally because it has the most ground floor space interfacing with the street, which would be favorable to increase social equity among small businesses and businesses owned by people of color
- ⊕ Through the public market and alleys, could add a distinctive set of small businesses
- ⊕ Activation of Union Station

General Public

- ⊕ Art alleys and market plaza provide more opportunities for a diversity of small businesses especially retail, offering potential function as a small business incubator and/or cultural business hub.
 - ▶ The alleys appear to support more retail space for small businesses. The market plaza has potential to support pop-up businesses and food carts and works well with Portland's maker scene. This has a lot of potential to support people of color-owned businesses and would also be good for tourism. Cultivating an art scene and creatives in this space is appealing.
- ⊕ The smaller scale and structure of this concept including smaller gathering spaces, pocket parks, and smaller scale buildings would be a more intimate way to experience the city and provides flexibility for the blocks to change over the years.
 - ▶ The community and urban feel contribute to great livability. There seem to be many places to rest, sit, and seek shelter from elements. This would be easiest to activate year-round and would allow for an incremental approach to development that feels contiguous with the current city grid. In addition, smaller scale buildings provide opportunities for different architects to design them. This scale addresses the balance of varied building heights and densities to accommodate a variety of housing and affordable housing options.

Discovery Concept

Centers activity around Union Station and the Broadway Bridge, surrounded by small open spaces, alleys and development parcels.



Incremental Development



**Union Station/
Public Square**



Culture Alleys



Market Plaza



New Park Block



Art Alley



PNCA Plaza

- ⊕ The market plaza in front of Union Station creates a unique place that is engaging and would be welcoming to arriving passengers.
- ⊕ A community market in the market plaza works well with the Portland maker scene.
- ⊕ There is good walkability and ground engagement in this concept and it connects well with Old Town/Chinatown and the Pearl neighborhoods.
 - ▶ It feels inviting as you can see how to get to and from the Broadway Bridge and continue passage north from the existing Park Blocks. The idea of a woonerf is appealing. With the highest level of vehicular access among the concepts, it appears to be the safest for emergency response purposes.

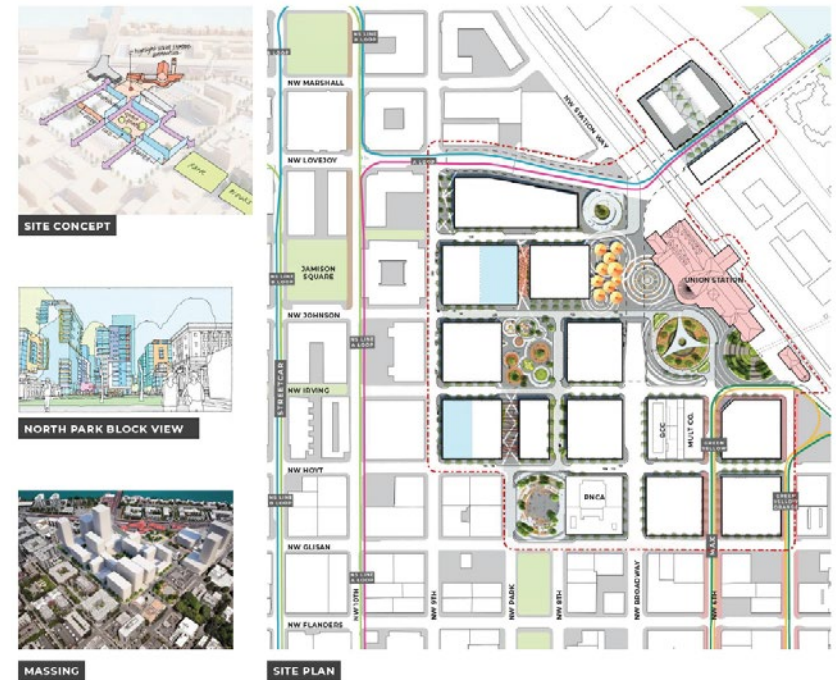
What's not working in Discovery:

Steering Committee

- ⊖ Hardscaped surfaces can intensify and trap heat
- ⊖ Offers spaces for functions that are specific to certain interest and not for all
- ⊖ Most invasive of Park Blocks vision
- ⊖ Uncertainty regarding Union Station as a substantial destination point

General Public

- ⊖ Park spaces do not offer enough greenspaces and do not offer a strong extension of the Park Blocks.
 - ▶ The hardscape feels too forced and overall, the open spaces provide limited community benefit. Spaces like these are already scattered throughout downtown Portland (e.g. Skidmore Fountain, Director Park, etc.) and this misses the opportunity to do something different.
- ⊖ Feels difficult to navigate, boring, and less pedestrian friendly with greatest amount of vehicle access.
 - ▶ As a continuation of the city grid, the square blocks are boring and status quo.
- ⊖ Green Loop route does not seem intuitive and spiral bike ramp is not appealing – would rather have a more direct connection.



- ⊖ Seems less inviting because it's more closed off and focused more on building development than a community hub.
 - ▶ Alleyways could feel unsafe in the evening and open spaces seem too far from active density to be successful. Because alleyways seem likely to be owned by buildings adjacent, they'd be less inviting to wander through. It seems more tourist-oriented than a community hub with primarily shopping opportunities that would not attract all income levels. To be more inviting, the spaces underneath Broadway ramp would need to be activated.

Comments applicable to all concepts

Steering Committee

- ▶ Look for significant cost savings for Green Loop; skepticism on whether it delivers on project goals
- ▶ All concepts could serve a CBA goal that commits to job quality standards from construction to operations and equitable approaches to wealth building opportunities via affordable retail space and MBE business prioritization
- ▶ Better integrate green infrastructure and arts and culture
- ▶ Create stronger connection to the river
- ▶ Public spaces in general should be easily navigable and accessible to people with a wide range of disabilities including those who are wheelchair-bound, blind or have intellectual disabilities to allow people of all ages and abilities to engage to the extent they want to

General Public

- ▶ Spaces should be accessible for wheelchairs and uphold Universal Design principles to accommodate for people with different kinds of disabilities so that they may feel truly welcomed.
- ▶ Integrate cultural communities and natural history in the area through programming or a dedicated park or building space, which would help create a sense of ownership and pride among all communities.
- ▶ High interest in an indoor recreation center to anchor the site especially the larger outdoor open space in Play.
- ▶ Create a safe open space.
- ▶ More wealth creation for communities who have not benefited from past urban development projects such as job opportunities and job training.
- ▶ Connection to the river should be more prominent.
- ▶ Affordable housing should be maximized with a wide range of affordability on the site.
- ▶ Include such amenities as public bathrooms, covered open spaces, and in general, places to rest, sit, and seek shelter.
- ▶ Difficult to engage in this exercise without addressing housing insecurity, social services, current populations on the site, and other pervasive issues in the neighborhood and city at large.

- ▶ Include native plants and wildlife, community gardens, small orchard, and/or pollinator habitat.
- ▶ Many people of color experience their world through relationships, if they feel safe, they will be able to thrive and succeed. Feeling safe was something people of color in roundtable discussions and focus groups often viewed Portland as lacking, especially for people with disabilities.

Refined Development Concepts: Steering Committee Evaluation

Broadway Corridor Steering Committee members evaluated the refined development concepts based on the project's guiding principles and goals. Approximately 85% of Steering Committee members participated in this formal evaluation process.

Relative to the other concepts, Play had the strongest alignment with Connected, Equitable, and Vibrant (tied with Nature) guiding principles. It had the second highest alignment with Prosperous and Resilient, although Committee members had mentioned it was difficult to evaluate Prosperous and Accountable with the given information.

	PLAY	NATURE	DISCOVERY
Accountable	3 rd (-4 pts)	1 st	2 nd (-1 pt)
Connected	1 st	3 rd (-5 pts)	2 nd (-4 pts)
Equitable	1 st	3 rd (-11 pts)	2 nd (-7 pts)
Prosperous	2 nd (-5 pts)	3 rd (-7 pts)	1 st
Resilient	2 nd (-10 pts)	1 st	3 rd (-17 pts)
Vibrant	1 st (tied)	1 st (tied)	3 rd (-13 pts)

Refined Development Concepts: City Bureau Partner Feedback

PORTLAND HOUSING BUREAU: AFFORDABLE HOUSING

- ▶ Multiple Medium-Sized Parcels: Breaking the PHB land into two medium- sized parcels allows for flexibility in implementation.
- ▶ Distributed Affordability: Don't cluster affordable housing parcels in one corner or section of the project area.
- ▶ Integrate and Connect Affordable Housing: Don't push all the affordable housing to the edges of the site.
- ▶ No preferred concept

PORTLAND PARKS AND RECREATION: OPEN SPACE

- ▶ Prefer larger, contiguous open space
 - Integrate opportunities for play/active recreation into a flexible space that can also host events
 - Provides greater opportunities for park development, O&M and/or programming partnerships
 - Not recommending more than one plaza-type space
- ▶ Intentional and thoughtful terminus to Park Blocks
 - Park Block adjacent to PNCA can serve a transitional role between the historic North Park Blocks and a characteristically and/or programmatically unique open space network on the USPS site.
- ▶ Ensure nature experiences and tree canopy are addressed
- ▶ Preferred Concept: Play, refined Nature, or hybrid

PORTLAND BUREAU OF TRANSPORTATION: CONNECTIVITY

- ▶ Green Loop should be centrally located with open feeling and "eyes on the street"
- ▶ Consider utilizing roof of parking structure in northeast corner to accommodate grade change of the Green Loop (see: Play)
- ▶ Street Plan
 - Maintain north-south and east-west connectivity as contemplated in Framework Plan and amendment of Master Street Plan
 - Design NW Johnson and NW Park Avenue to prioritize pedestrians and local access and circulation
 - Unlikely to support closure of NW Station Way (see: Discovery)
 - Breaking the standard street grid is interesting and inviting; Strengthens connectivity to adjacent neighborhoods Maximize views and vantage points along NW Johnson and Green Loop
- ▶ Preferred Concept: Nature (with refinement)

BUREAU OF PLANNING AND SUSTAINABILITY: URBAN DESIGN

- ▶ Public Realm
 - CC2035 calls for "civic attraction" (see: Nature, Play)
 - Northern portion of site lacks public access (see: Play, Discovery); Consider shifting open space and adding private access/public easements
 - Ensure open space does not feel private; consider sightlines, size and cost of programming and operations
 - Place Green Loop on elevated platform (such as roof of parking structure); Dislike helix approach
 - Consider views and vantage points within public realm including of Union Station clock tower
 - Activation of area under Broadway viaduct requires closer proximity to adjacent development (see: Discovery)
 - Incorporate adjacent open space into Master Plan if integral to concept
 - Explore shared parking between buildings and consolidation of back of house elements in coordination with phasing strategy
- ▶ Preferred Concept: Play (with refinement)

Summary of Comments on the Preferred Development Concept

The preferred development concept was based on the Play concept. A summary of public input from the fourth Open House and online open house is found below.

+ What's working about the Preferred Concept?

Online participants offered positive feedback about the preferred Play concept which displayed the various uses of the site. The feedback included positive comments on the accessibility of the site design, the addition of greenspace to the city landscape, the efforts to create a low-carbon footprint and the addition of affordable housing for families and intention to create an inclusive community.

- What's not working about the Preferred Concept?

Criticism of the concept included concerns about the additional amenities that support a newly formed community. Some of the topics raised included the need for additional transportation infrastructure, the lack of a local school district nearby, the addition of childcare opportunities on site for workforce development and families, local markets, disparity of food deserts in the area, security issues, and the ongoing concern of creating a car-free district opportunity for the future residents of the site.

+ What's working about the Green Loop?

Participants shared many comments that highlighted the safety benefits of the Green Loop and its potential to create additional connectivity through the city. Comments included phrases such as "I like the design" and "I like the options for users to go down/up Broadway safely." One hundred percent of the online open house respondents saw themselves using the Green Loop.

- What's not working about the Green Loop?

Participant feedback included the request for integrating "more green space" throughout the design, not just on the Loop. Connecting the Green Loop to the waterfront also appeared in comments shared through Slido, an interactive online application that captured real-time feedback from the open house participants. Additional questions about the Green Loop included "How will the east/west street connect to the loop?" and "Is there access through Irving, Johnson, Kearney or Lovejoy?"

Preferred Concept

Extends the North Park Blocks to Johnson with a flexible open space that can be used for sports and community gatherings.



Connecting the Community



Active Open Space



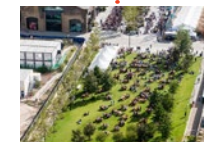
Union Station Plaza



Living Streets



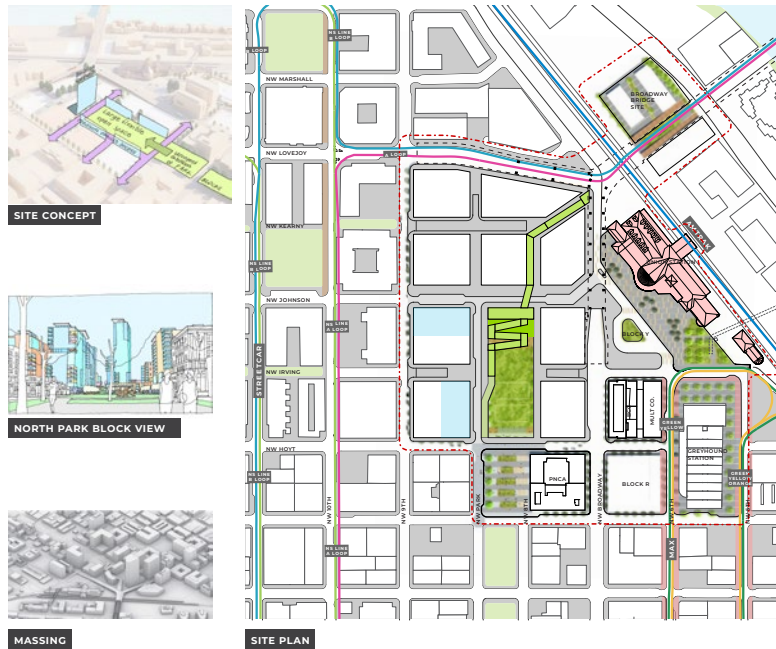
Sports & Recreation



Public Gathering



PNCA Plaza



"I think just having a place that's really diverse with all and feels welcoming is a big part of it. Make it feel comforting for all, because in Portland there's a lot of diversity and cultures so it should reflect that diversity"

- PARTICIPANT IN WORKFORCE FOCUS GROUP

Summary of Comments for Community Benefit Priorities

Not visible in the physical form and/or concept drawings, but consistent for this project are elements that support Prosper Portland’s commitment to inclusion and diversity including commercial affordability, housing affordability, place management, accessibility, and existing anchors. This section summarizes public comments on elements of the project related to programming and implementation of the project.

These comments will inform Prosper Portland’s priorities for various agreement negotiations for the site.

The following are key programmatic priorities expressed by the Steering Committee members and the general public throughout this project:

AFFORDABILITY	
STEERING COMMITTEE	PUBLIC
<p>Keep spaces affordable through strategies such as an affordable commercial program (office or retail) to promote small, local businesses. Committee members have also suggested having one building that is community-owned as a strategy to keep it affordable. Additional ideas to promote affordability included free transit passes for low-income residents.</p> <p>Affordable housing units should be integrated into the site and consist of a wide variety of housing types (1, 2, 3 bedrooms). There was also interest in a preference policy or marketing strategy geared toward people who are homeless and communities that have been displaced. Some Committee members have suggested a level of affordability of 10% of units at 0-30% Median Family Income.</p>	<p>Housing is top-of-mind for numerous participants as many struggle or have friends or family who struggle with the cost of housing. Many participants suggested increasing the amount of affordable housing as a solution to this. Participants spoke to a clear need for more homes of all shapes and sizes with an emphasis on those who historically and currently experience disadvantages including communities of color, people who are low-income, and people who are homeless. There was an emphasis on the need for family-sized units and a strong commitment from project leaders for affordable housing. However, there was skepticism that the proposed affordable housing plan would meet people’s needs, based on perceptions of public agencies, how affordable housing programs are implemented, or a preference for living in a house versus an apartment. Many participants suggested building condominiums to make homeownership opportunities available as a wealth building mechanism.</p> <p>Participants in the focus group of individuals with disabilities expressed that housing should include living space for parents/caretakers and should accommodate multi-generational families. Participants in the communities of color roundtable and the business owners / faith leaders / displaced residents roundtable expressed skepticism that the site would provide accompanying affordable amenities and accommodate families.</p> <p>Providing affordable and family-friendly amenities and spaces is critical for existing and new communities to envision living and/or visiting the site. In the immediate area surrounding the site, affordable grocery stores feel too far away – up to one hour away on public transit. In addition, schools are not located adjacent to the site, so it is difficult to imagine families with children here. Childcare facilities are also not apparent yet are critical for recruiting and retaining a talented workforce; many participants have suggested a community center for this function. Affordable spaces such as community markets and active retail space would increase safety in this area -- this was especially evident among the business owners / displaced residents / faith leaders and many participants in the Old Town/Chinatown focus groups.</p>

ACCOUNTABILITY

STEERING COMMITTEE

Community benefits centered on racial justice should be delivered through a legally binding Community Benefits Agreement (CBA), which should include oversight, accountability structures, and clear tracking of data from construction to lease up and operations of the buildings.

The CBA should include robust and enforceable job quality standards, especially for service workers in buildings, and should apply to lessees and purchasers of parcels and buildings. The oversight committee should be made up of industry experts.

PUBLIC

Continue engaging community, particularly future residents that are low-income and people of color in programming and placekeeping so they have a meaningful opportunity to shape and build the community.

Ongoing communication and conversation with people who work and live in the neighborhood is especially important as construction begins to impact the quality of life in the neighborhood. Participants who lived and worked in the area were concerned about the impending safety concerns, dust, and other environmental disruptions brought by construction of the site. This highlighted the need to be in conversation and relationship with those most impacted during the building phase of the project.

Transparency throughout this process is important for all stakeholders involved to ensure that people who already live here, and not just newcomers, can see themselves in the vision for the site. Residents, including many in the focus group for low-income residents near or on the site, expressed a desire to understand who was investing in this project, how it is being funded, and what is envisioned for the site to more fully engage with this process. In the same focus group, participants expressed disbelief that their input would be listened to or considered and had a general sense that they would not be beneficiaries of the impending changes in the neighborhood.

The engagement process can be improved by forging additional partnerships and being clear about the development planning process. At the November Open House, one participant voiced frustration with meeting activities and lack of clarity around decision points in the process. In addition, throughout all engagement, participants made many suggestions for increased partnerships with organizations such as Old Town/Chinatown community organizations and business anchors, walking and biking organizations, and arts equity organizations.

WEALTH CREATION OPPORTUNITIES

STEERING COMMITTEE

Provide wealth creation opportunities throughout the development process especially for African Americans, communities of color, and low-income people. Areas to explore include partnerships with Continuum and local developers, utilizing bank institutions and equity investors that align with the values of the project, and recruiting an anchor employer that contributes to making the city a better place through quality jobs and local sourcing.

PUBLIC

Local developer partnerships would provide the opportunity to build local knowledge and community wealth especially for African Americans and other communities of color. The participation of local developers and businesses on this site would help to increase resilience and quality of life in the city.

PROSPERITY

STEERING COMMITTEE

Increased access to quality job opportunities:

When recruiting an anchor employer, lead with the project's guiding principles and strategically attract companies that align with these principles. An anchor employer should commit to quality job standards and support small, local businesses as much as possible. Recruitment of an anchor employer aligned with the project and City's values would provide a wide array of benefits to the city. Corporations are attracted to spaces with entrepreneurs and vice-versa so collaborating with and providing space for entrepreneurship opportunities will be important, especially because entrepreneurs are moving east due to the unaffordability of the Pearl.

Job standards and living wages should be in place for construction, operations, and tenants. High Road Employers¹⁰, middle wage employment, and first source local hire are strategies that can help with this goal.

Workforce development strategies including apprenticeships should be in place throughout all aspects of the projects and should emphasize the participation of people of color, women, and people with disabilities. Contracting opportunities from this project could support an incubator for minority subcontractors. Childcare should be made available for employees near their place of work to support equitable access to jobs.

Local and small business partnerships and opportunities:

Establish targets for minority, women, and disadvantaged business enterprise contracting and workforce for all aspects of work on the site through construction and operations to help build a pipeline. Responsible contracting language and fair scheduling should also be in place as relevant. Entrepreneurship opportunities will be important for this space.

PUBLIC

Supporting the growth of a variety of local, small businesses, especially those owned by people of color, is of high interest for numerous participants. Suggested solutions include an affordable commercial program, pop-up business incubator, and community market to grow small businesses and cultivate a diversity of businesses. The Portland Mercado and Pike Place Market were cited several times as models for a community marketplace.

Uplift people of color particularly those with historic and cultural connections to the neighborhood through a commitment to utilizing minority-owned businesses and making an intentional connection to Black-owned N/NE businesses to help them scale to a downtown setting. and make that transition to a downtown setting. This was strongly expressed in the Old Town/Chinatown focus groups and business owners / faith leaders / displaced residents roundtable where participants stated the importance of a commitment to employ a diverse workforce, a diverse leadership team, and minority-owned and emerging contracting goals. A participant in the construction workers focus group noted that for their small business to participate on the Broadway Corridor project, they would need to know they would be getting paid on time and that everything was turning out okay. In that same group, a business owner shared a difficult experience contracting with the City where they felt belittled and the City was not communicative.

Many community members cited access to a diversity of jobs at multiple skill levels as a key need. This was specifically articulated in the focus group with individuals with disabilities who face barriers to opportunities to succeed in the workforce. Some participants suggested favoring employers that would contribute to making this a better place for all including government jobs and nonprofits with an equity mandate. Suggested solutions to increase access included a workforce center with job training, accessible services for all residents, and resources to help with job applications, especially for those who do not have access to internet at home.

¹⁰ A High Road Employer is an employer that follows labor law, provides a livable wage, benefits, stable scheduling, targeted hire, career ladders, a voice on the job, and health and safety for all employees; including subcontracted workers, contingent, and temporary workers. (Adapted from the American Sustainable Business Council)

VIBRANT, WELCOMING AND SAFE PUBLIC SPACES

STEERING COMMITTEE

The inevitable tension between lively public spaces and people who live outside will have a significant impact on perceptions of safety and comfort on the site. A people-based approach to addressing homelessness should be included in the project by creating mobile engagement teams that meet people living outside where they are. Additional support for shelters and services can mitigate the impact of the new district on the current residents of the site and facilitate a comfortable balance for all users of new public spaces. Public space subcontractors like Clean and Safe can also offer a path to employment for some people experiencing homelessness on site.

A place management strategy and organization should be in place to operate the site, work with the current population of people living on the site and engage with those who are not represented in the initial engagement process. Space-keeping and continuous place management are important to keep people engaged in the space and ensure programming is meeting the needs of the community. The site should also employ alternative methods of policing and avoid over-policing.

Create a community space and/or flexible event space that has diverse programming. Committee members expressed that culturally specific programs should be prioritized, the history of the site should be present, and the community should be involved in keeping of the site. In addition, this space can provide youth access to environmental education and job opportunities.

PUBLIC

A community center was an often-cited idea as an anchor for the project. Participants from the individuals with disabilities focus group envisioned this place as a pivotal area where they would be able to enrich their lives, socialize, participate in recreation, learn new skills and trades, access resources, and receive support for all ages. Participants from Open Houses and four of five of the focus groups / roundtables expressed interest in a community center on the site.

Attracting a diverse community and connecting adjacent neighborhoods is important for making the Broadway Corridor site feel comfortable for all. Participants in the communities of color roundtable, individuals with disabilities focus group, construction workers focus group, and business owners / faith leaders / displaced residents roundtable expressed that downtown can feel unwelcoming, inaccessible, and unsafe. Many participants in the communities of color roundtable and business owners / faith leaders / displaced residents roundtable expressed that the Pearl District felt unwelcoming; they perceive the neighborhood to primarily benefit high-income, white people. These participants expressed that diversity, affordability, and accessible spaces for individuals with disabilities would make the site more welcoming.

Safety was a major topic of concern as a barrier to a welcoming space. Many participants in the Old Town/Chinatown focus groups and the construction workers focus group highlighted this. Suggested solutions included better lighting at all times and connecting people who are homeless to needed resources.

Increasing the number of people who can access the site through transit, biking, walking, or driving is important for creating an inclusive space to live, work, or visit. A participant from the individual with disabilities focus group emphasized that accessible transportation to resources such as medical centers was important in safely moving from one place to another. Many participants, especially in the construction workers focus group, expressed the need for more density and a better public transportation network to access the site. Others expressed disinterest in coming downtown because of traffic and the challenge of parking. A few participants suggested measures to increase access to the site and affordability such as free public transit for tenants, businesses, and residents.

Participants shared strong concern with the increase in homelessness and saw housing and jobs that result from the site redevelopment as an opportunity to provide social services and access to public amenities for this population. Several participants suggested that the site should hold more shelters to reduce drug use and help small businesses. Other suggestions were to provide social services, schools, training, safe parking, and bathrooms for the homeless population in the area. Some participants living or working adjacent to the Broadway Corridor site recognize the increase in homelessness but noted that the adjacent Old Town/Chinatown neighborhood already has the highest number of homeless individuals in the city and a high number of shelters and social service providers compared to other neighborhoods. These participants suggested that shelters and social services be better distributed throughout the city as the massing of these services can contribute to a lack of safety and security and negative effects on businesses.

NATURE AND SUSTAINABILITY

STEERING COMMITTEE

Incorporate performance metrics regarding energy, water, and materials and sustainable certification for the site. Consider Living Building Challenge, strategically selecting LEED points that bring higher ecological and innovative value to the project, Red List free materials, and salmon safe practices. Discourage single occupancy vehicles by 80%.

Integrate green infrastructure particularly elements that serve both natural and human uses such as community gardens, ecoroofs with agriculture, or vertical greenery that provides cooling and shade. Utilizing green infrastructure as part of stormwater infrastructure can reduce the urban heat island effect, and installation and maintenance of this would also contribute to small business opportunities.

PUBLIC

Access to transit, greenspace, and affordable amenities, reduces traffic, improves health, improves ecosystems, and benefits small, local businesses. Greenspace offers many benefits including providing children a nearby experience of nature. The greenspace design would benefit from a consultation with an ecological restoration designer.



Community Ideas & Suggestions

Community ideas, concerns, and suggestions were gathered throughout public meetings, online Open Houses, and other stakeholder meetings. These have informed community benefit priorities and the team's approach to placemaking on the site. The most often-voiced community ideas are organized by topic and presented below with the most cited ideas at the top.

Participants were asked to place a dot next to activities and ideas that resonated with them at the final open house, which included categories such as Health and Nature, Economic Opportunity, Housing and Affordability, Mobility and Accessibility, Culture Keeping and Learning, Events and Activities.



Health & Nature

Nature & Environment

- Connection to the river
- Community gardens
- Parks and green spaces that provide different functions and experiences
- Eco roofs for pollinators
- Vertical green spaces via green walls to provide habitat and cooling
- Native plants and wildlife
- Expand the Park Blocks
- ADA paths
- Space for quiet contemplation
- Commercial farm space for people of color and low-income people
- Public access to nature
- Small orchard



Economic Opportunity

- Food courts with covered outdoor seating
- Diversity of food available
- Public Market
- Provide access to a diversity of jobs at multiple skills level particularly for people of color
- Reflect needs and priorities of displaced people who have the right to return
- Make intentional connection to Black owned N/NE businesses on site
- Low cost/free event space
- Retail space for minority businesses
- Pop-up retail for emerging businesses
- Utilize minority-owned businesses
- Focus on minority/women owned businesses
- Activities that Portland is famous for: coffee, beer, outdoors, renewables, etc.



Mobility and Accessibility

- Affordable housing
- Green Loop
- Spaces should be accessible for wheelchairs and uphold universal design principles
- Covered open spaces, and in general, places to rest, sit, and seek shelter
- Public bathrooms
- Affordable outdoor performance/community gathering spaces
- Navigators with good working knowledge of city resources
- Unarmed security, non-militarized uniforms
- Affordable commercial lease space
- Free transit passes for people living and working in the site
- Activities accessible for a range of abilities



Culture Keeping and Learning

- Youth programs/center for kids to engage in after-school activities
- Public art in open spaces (sculptures, plaques, memorials, gardens, performance displays, etc.)
- Appealing spaces that provide youth access to environmental education and job opportunities
- Bring back jazz clubs
- Culturally specific programming
- Engage and contract with the local arts community particularly a diversity of artists
- Schools for K-12
- Integrate cultural communities and natural history in area through programming of dedicated space
- Job training facilities



Events and Activities

- Free community events (art festivals, outdoor exercise events, concerts, farmers market, etc.)
- Large fountain, splash pad or swimming pool
- Free and/or low-cost public spaces and community spaces for events to lower barriers for use
- Space where communities feel safe and come to celebrate their unique cultural diversity
- Indoor recreation center to anchor the site especially the larger outdoor open space in Play
- Create an indoor community space and/or flexible event space
- Programming should reflect the full diversity of the Portland community
- Kid-friendly development with a place for children and families to play
- Outdoor/indoor or covered areas for sports
- Ongoing communication particularly for those most impacted by the project
- Intergenerational activity spaces
- Defined by future people of color and low-income residents
- Information sessions opportunity to walk around the site
- Community games

Be intentional about who owns the businesses. Because you can see the change of what it used to be, so real intentionality of those business owners. Because that reflects the neighborhoods too."

– PARTICIPANT IN DISPLACED RESIDENTS ROUNDTABLE

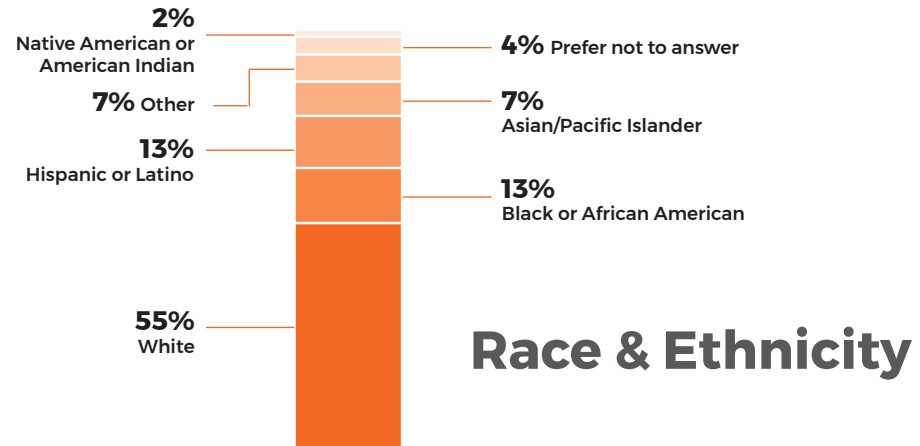
Who is participating?

Demographic Information

Demographic data requested from participants at the public forum, open houses, online open houses, focus groups, and pop-up survey sites appears below. However, this analysis has the following drawbacks:

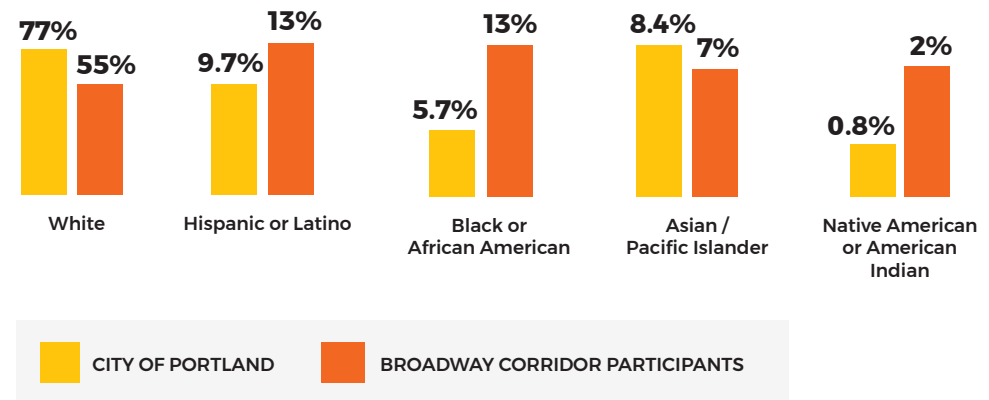
- ▶ Not all event participants provided demographic data, so while it is not fully representative of all the individuals that have been involved in this process, the majority of focus group and roundtable participants provided demographic data through a survey provided by Lara Media.'
- ▶ For area-of-occupation demographics, most participants (34.87%) responded "other" occupation than those listed but did not specify the occupation name.
- ▶ The analysis does not include participants in smaller events such as stakeholder presentations and pop-ups occurring in October.

One approach to enact equity in practice and address historic barriers to participation is over-sampling participation among community members and leaders who represented sectors that have traditionally been absent from planning processes. While focus group and roundtable conversations were impactful in increasing the number of people of color and individuals with disabilities in this process, outreach efforts must continue to be intentional to increase participation of people of color, people who do not speak English, and younger and lower-income households.



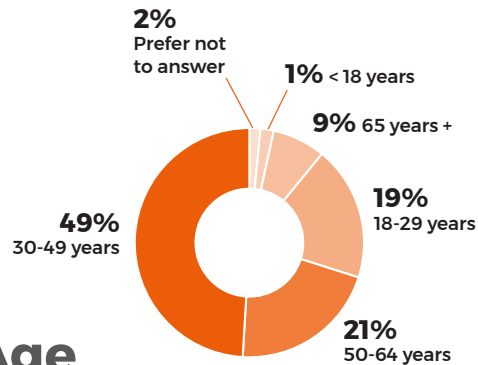
The race/ethnicity of most respondents was White, although individuals representing many other communities also responded. These numbers suggest that the efforts to engage and inform communities of color about this process did make a difference.

Below is data comparing demographics for the City of Portland to those who participated in Broadway Corridor surveys and public events.



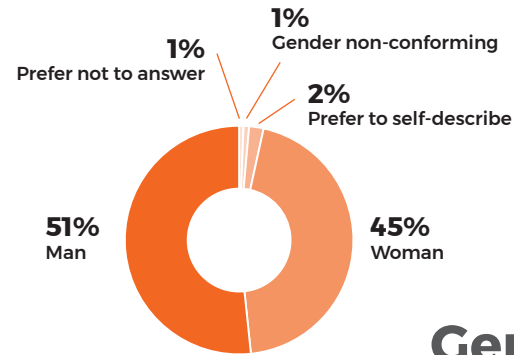
Age

Most Broadway Corridor project participants fall within the age range of 30-49 years old.



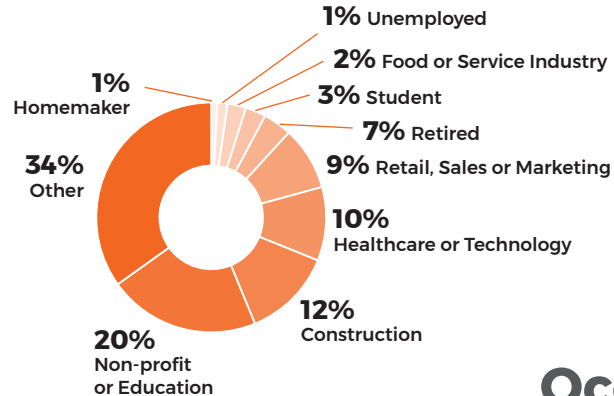
Gender Identity

Although most participants identified as male, the male participation did not significantly dominate female participation in this process.

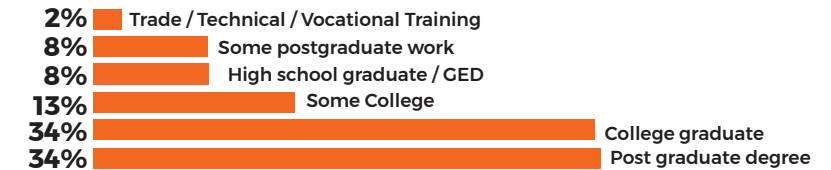


Occupation

Most respondents had an occupation other than the options listed in the table. This is one of the drawbacks of the data received since most respondents did not provide the title of their “other” occupation.



Education



The highest level of education represented by most participants is either the completion of an undergraduate degree or the completion of a post graduate degree.

Preferred Language

English was the overwhelmingly preferred language of participants. While the engagement process addressed language barriers by providing translators at the public forum and open houses and offering an online open house in Spanish, the demand for these services was not significant.



Lessons Learned

Community benefit priorities have been a consistent thread throughout the Broadway Corridor project planning process. Prosper Portland is pursuing planning and redevelopment of the Broadway Corridor with an intentional focus on ensuring all communities have an opportunity to engage in and benefit from its redevelopment.

Creating the kind of welcoming neighborhood that expands both affordability and opportunity requires intentional outreach. A robust engagement strategy has informed the development planning work and encompassed 10 focus groups, 19 meetings of the project's Steering Committee and Public Partners Technical Team, 4 public meetings, 4 online forums, 6 pop-up events, and more than a dozen stakeholder presentations. Collectively that process drew more than 1,000 participants and more than 1,000 comments on the project.

The focus groups and roundtables were an effective tool in increasing the racial diversity of participants and enabled the team to reach communities of color, people with disabilities and those at lower income levels who traditionally have not participated in this kind of development.

Two tools that emerged from this process have anchored community engagement:

- ▶ **Guiding principles** to inform process, evaluation criteria, and concepts;
- ▶ **Equitable design** – designing for racial and social equity – which has guided each development concept.

The engagement program also incorporated time to pause at each milestone, with a public meeting held at each point. Change can only emerge from an accountable process that is successful and collaborative. Establishing the framework for racial and social equity early in the process ensured that the conversations and intentionality of the project centered around improving the opportunities for communities of color in Portland.

The level of engagement and public involvement assisted in welcoming people into this process. Taking the project “to the people” of Portland through informational pop-up events and visual project boards was a meaningful way to engage with Portlanders. Non-traditional engagement efforts such as incorporating Slido, an enhanced communication tool, enabled participants to engage in real time at public events. Collaborating with culturally specific consultants Lara Media increased engagement with underserved communities and captured valuable conversations that would have otherwise been missed. The combination of these efforts elevated the voices of underrepresented communities in Portland and ensured that their concerns and feedback were incorporated into the project.

In addition to these outreach efforts, the 30-person Steering Committee committed more than 50 hours to this project. Throughout the process, the themes of transparency and accountability fueled cross-functional conversations among the group and with project leads. Early learnings showed that an increase in communication loops between external consultants would better maximize collaborative opportunities and support relationship-building among the members.

Future outcomes of the project include CBA negotiations and additional dedication of resources from partner bureaus to commit to the values and goals outlined through this process. Prosper Portland set out to capture input from the community. It achieved that goal and has prioritized the recommendations and feedback from the Steering Committee and project team.

Prosper Portland's leadership team is committed to ensuring the work of the Steering Committee and the input from the robust engagement process is articulated in reports like this one. This report will help inform the partners of this project and the delivery of public benefits as a result. The team extends its gratitude to all the participants who have shaped this project and the future of our city.

Appendices

A. Lara Media Reports

- ▶ [Focus Group with Low-Income Residents in the Broadway Corridor Study Area](#), 8/7/2018
- ▶ [Focus Group with Individuals with Disabilities](#), 11/6/18
- ▶ [Roundtable Discussion with Communities of Color](#), 12/1/18
- ▶ [Focus Group with Construction Workers](#), 12/3/18
- ▶ [Roundtable with Business Owners, Displaced Residents, and Faith Leaders](#), 12/13/18
- ▶ [Pop-Up Surveys](#)

B. [Placemaking Vision Report](#) by Project for Public Spaces

C. [Development Impact Study](#)