Amplify PDX

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AmplifyPDX is a project of Mosaic Planning Group, a team of four Master of Urban and Regional Planning students at Portland State University. Between January and June of 2011, Mosaic Planning Group worked in close consultation with the Bureau of Planning and Sustainability and many volunteers throughout the City of Portland to develop and recommend a Community Assessment Process for Portland communities to discuss, identify, and prioritize needs before taking action to get them addressed.

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The mission of Bureau of Planning and Sustainability (BPS) is to create a prosperous, equitable and healthy city. BPS combines the disciplines of planning and sustainability to advance Portland’s diverse and distinct neighborhoods, promote a prosperous and low-carbon economy, and help ensure that people and the natural environment are healthy and integrated into the cityscape. BPS provides a forum for community engagement and education, and is a catalyst for action. With a city full of partners, BPS develops creative and practical solutions on issues as far ranging as comprehensive, neighborhood and environmental planning, urban design, waste reduction and recycling, energy efficiency and solar technologies.

Matt Wickstrom, Southeast District Liaison & Client Contact
Acknowledgments

Mosaic Planning Group would like to express our thanks to those who provided guidance and insight on our project. It was extremely gratifying to observe the passion that exists in this City toward community issues.

**Matt Wickstrom**, Bureau of Planning and Sustainability, Southeast District Liaison

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**Commissioner Amanda Fritz**, for meeting with us and reviewing the Community Assessment Workbook

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Our **Advisory Committee**, who took time out of their busy schedules to help us develop the Workbook and showed so much enthusiasm for the cause:

- **Afifa Ahmed-Shafi**, Office of Neighborhood Involvement
- **Kate Allen**, Portland Housing Bureau
- **Noelle Dobson**, Oregon Public Health Institute
- **Angie Evens**, Woodstock Neighborhood business owner
- **Robin Fenske**, Brentwood-Darlington Neighborhood Association
- **Terry Griffiths**, Woodstock Neighborhood Association
- **Brian Hoop**, Office of Neighborhood Involvement
- **Paul Leistner**, Office of Neighborhood Involvement
- **Marty Stockton**, Bureau of Planning and Sustainability
- **Steve White**, Oregon Public Health Institute

Finally, we’d like to thank everyone else who helped us throughout this project. This includes far too many people to list, but please know that your thoughts, time, and resources are greatly appreciated.
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AmplifyPDX: Amplifying the Portland Community Voice is a project of Mosaic Planning Group, a team of four Master of Urban and Regional Planning students at Portland State University. AmplifyPDX was developed in response to the Bureau of Planning and Sustainability’s request for a new community-led needs assessment process. Between January and June 2011, Mosaic Planning Group created a Community Assessment Workbook that empowers Portland communities to discuss, identify, and prioritize needs and assets, while also identifying key actions and providing the City with clear information about community priorities for future planning efforts.

**Methodology**

A two-pronged process, AmplifyPDX required managing two parallel and concurrent but mutually informative processes: creation of the Community Assessment Workbook as well as implementation of the Workbook in a particular community. To develop the Workbook, Mosaic Planning Group conducted a literature review, assembled an Advisory Committee and interviewed key informants with expertise on neighborhood planning, community organizing, and the Portland metropolitan region. Finally, in order to develop a user-friendly and effective community assessment workbook, Mosaic Planning Group tested certain elements of the Workbook in the Southeast Portland neighborhoods of Brentwood-Darlington and Woodstock.
**LESSONS LEARNED**

Both a process and a product, key findings of AmplifyPDX touch on what constitutes a community needs assessment; guiding principles for conducting an effective assessment; Workbook objectives and content; Workbook implementation; and preliminary results of a needs assessment for the Brentwood-Darlington and Woodstock neighborhoods. Overall, Mosaic Planning Group learned that inter-neighborhood dialogue is not just possible but also invigorating, and that Portlanders are ready for planning processes that yield meaningful actions. Moreover, it is clear that sustained institutional support will be necessary for a successful community-led needs assessment process. Such a process will require long-term commitment on behalf of BPS and other city agencies. Of particular importance, Mosaic Planning Group found that:

- A needs assessment must have a compelling purpose;
- There is “strength in numbers,” that working in partnership toward shared goals is powerful;
- Participants must see relevance and value in the needs assessment;
- Diverse stakeholder engagement requires diverse and dynamic strategies;
- Identifying common interests and building trust must happen early in the process; and
- Short-term and small-scale community-led projects can build momentum.

**RECOMMENDATIONS**

Implementing an effective citywide process of community-led needs assessments will require supportive programs and policies to ensure accountability, transparency, and equity. The following policy recommendations will help the City of Portland Bureau of Planning and Sustainability realize the significant potential of a Community Needs Assessment Process.

- Implement the Community Assessment Workbook as Part of a New Needs Assessment Process
- Create a Needs Assessment Grant Program
- Develop a Collaborative Response Framework
- Establish a Community Ambassador Training Program
- Use Inclusive Definitions of Community
AmplifyPDX: Amplifying the Portland Community Voice was developed in response to the Bureau of Planning and Sustainability’s request for a new community-led needs assessment process. The project’s purpose was to create a Community Assessment Workbook that empowers Portland residents to discuss, identify, and prioritize needs through community organizing and advocacy, while providing the City with clear information about community priorities for future planning efforts. The Workbook was developed through a process informed by community development, community organizing, and neighborhood planning literature, as well as insight and guidance from practitioners and residents of Portland’s Brentwood-Darlington and Woodstock neighborhoods.

This Report, a companion to the Community Assessment Workbook, is intended to provide the Bureau of Planning and Sustainability (BPS) and other decision-makers with an understanding of issues related to neighborhood planning, community needs, and needs assessments.

This report will address the following:

- Problem and Project Context
- Project Methodology including Research and Stakeholder Involvement
- Development of the Community Assessment Workbook
- Lessons Learned
- Policy Recommendations

**Problem**
Currently, there is no formal organized mechanism to get community-level concerns onto the radar and into the budgets of appropriate City agencies. There is also a notable disparity in the capacities of Neighborhood Associations and community groups across the city. In addition, the current neighborhood structure, while extremely successful in many regards, lacks incentives to encourage inter-neighborhood collaboration.

**Project Context**
The notion of allowing community groups to undertake a process to identify and prioritize needs is not unprecedented in the City of Portland. Between 1977 and 1989, the City of Portland managed a Neighborhood Needs Program that processed needs requests ranging from stop signs and streetlights to major capital projects. These requests were funneled to the appropriate City bureau, receiving a decision of “Accepted,” “Rejected,” “Indefinite,” or “No Response,” with a brief description and then were consolidated into a single annual report by the Office of Neighborhood Associations (now known as the Office of Neighborhood Involvement). While the program was widely embraced...
in concept and intent, it was criticized by many as being overly bureaucratic and setting unreasonable expectations due to inadequate funding for projects. The program also lacked standardized citywide procedures such that neighborhoods identified and requested needs using a wide range of data collection methods and reporting strategies. For example, not every neighborhood sought input from a diverse range of stakeholder and resident groups, nor were needs always analyzed or prioritized in a methodical, transparent fashion. A sample of the “need request” form is displayed below.

A 1992 review of the Neighborhood Needs Program made recommendations for redesigning the program to make it more effective. One of these recommendations was the development of a Needs Assessment Process and implementation of a neighborhood “assessment tool.” This tool was to help communities identify needs and problems that would then be prioritized by residents who would also develop a work plan and assign responsibility for addressing the identified problems. Utilizing the newly considered process, neighborhoods would have more responsibility to organize action steps to advocate for the particular need. The assessment tool was never developed and the Neighborhood Needs Program was never reinstated.

Recently, through the Portland Plan process and the upcoming Comprehensive Plan update, the value and usefulness of a community-driven self-assessment tool, as proposed in the early 1990s, has resurfaced. With increasingly limited resources at the City level, not least staff capacity, district planners recognize the need to creatively and effectively engage residents while integrating public input into citywide planning efforts. Given the shifting nature of the community planning process, BPS is seeking a model of public engagement which identifies community needs using a process that will draw on the work of an engaged and active public. In other words, BPS seeks an assessment tool that moves from the bureaucracy-laden Neighborhood Needs Program to a planning-oriented, public involvement model that, with support from BPS planners, empowers residents to play a significant role in shaping the future of their communities.

Moreover, BPS desires to move beyond just an assessment of needs to the identification of opportunities for independent community action. Every community has the power to exert a level of control over their living environ-
ment by banding together and tackling shared problems of a reasonable magnitude. This is not to say that any community has the capacity to build sidewalks or add stoplights without considerable City involvement and resources, however, there are many community-based issues that can be addressed through organization and collaboration around shared values and priorities. Examples might include heightened crime prevention, park maintenance, after-school programs, or sustainable stormwater management education.

Given that there are 95 neighborhood associations in the City of Portland and just five BPS district liaisons outside of the Central City, there is a need for an assessment process that operates on a geographic scale larger than a single neighborhood. Digesting sometimes disparate input from 95 neighborhoods has proven to be prohibitively difficult for BPS planners. Under the guidance of planning staff, the new process must be available and accessible to all Portland residents and it must encourage the engagement of diverse stakeholders, not just residents that are connected to the activities of neighborhood associations. In turn, given the process’s potential citywide use, it must be designed for ease of use, broad application, and replicability. All in all, BPS needs consistency in the process used by communities to identify, organize, and prioritize needs. In addition, BPS seeks consistency in how communities report their findings including the identification of parties responsible for implementation.

**PHILOSOPHY**

Mosaic Planning Group is founded first and foremost on the notion that planning only holds value when it addresses the deepest needs of community members. We believe that only through a vigilant, inclusive, and observant public process can community interests be identified. When planning work takes place in a vacuum, resources are exhausted solving problems for those with the loudest voice instead of those with the greatest need. Particularly, in these times of shrinking budgets and limited public resources, it is vital that residents have the tools, skills, and knowledge necessary to speak directly to government in a voice that leadership can understand and respond to. We believe that it should not take a megaphone to be heard, as a room full of noise only sets back the public discourse.

Mosaic Planning Group’s position as an independent, unpaid entity provides a unique opportunity to develop and test a new kind of public engagement process through creating an assessment workbook and testing it in the Woodstock and Brentwood-Darlington neighborhoods. Our belief is that if given the right tools, residents and community-based organizations can take an active role in both addressing their needs directly, and making these needs known to the City.
Assumptions
A number of assumptions were made in the development of AmplifyPDX. Some of the notable assumptions include:

Scale of Application: Brentwood-Darlington and Woodstock are adjacent neighborhoods in Southeast Portland and BPS recommended outreach to these two communities to test interactions on a 20-Minute Neighborhood geography. A 20-Minute Neighborhood is characterized by residential homes within a 20-minute walk, bike, or transit ride to all basic services. Part of Mosaic Planning Group’s task was to evaluate conducting a needs assessment at this scale to make recommendations on its viability.

Neighborhood Capacity: Although opportunities for commonality exist, the organizational capacity of these neighborhoods are quite different and so too are their concerns and interests. Woodstock has an active neighborhood and business association supporting an engaged community of longtime residents and families, a stable business district, and good schools. Brentwood-Darlington is a heavily residential neighborhood with few businesses. The neighborhood contains greater diversity and has shown a rapid demographic shift in recent years. Not surprisingly, Brentwood-Darlington is less organized than the Woodstock community. Mosaic Planning Group sought to leverage Woodstock’s engagement to encourage similar involvement in the Brentwood-Darlington neighborhood, while establishing an inter-neighborhood dialogue.

Inclusivity: Successful implementation relies upon the participation of diverse stakeholder groups who might not see the value in dedicating time to this process. Success is heavily dependent upon the ability to communicate the necessity of inclusivity, to convey the benefits of participation, and provide incentives to encourage participation.
Methodology

A two-pronged process, AmplifyPDX required managing two parallel and concurrent but mutually informative processes: creation of the Community Assessment Workbook as well as implementation of the Workbook in a particular community. For an overview of the project timeline, see Figure 1.

There is no single formula for assessing the needs and opportunities in every community nor is there a universal method for engaging the public. There are, however, guiding principles for such a process. Further, certain methods of engagement and assessment tools can be expected to better meet those common principles while more effectively identifying a community’s needs and opportunities. These assumptions informed the AmplifyPDX process, research questions, and ultimately the development of the Workbook itself.

Literature Review

To begin the planning process, Mosaic Planning Group conducted extensive research including an in-depth literature review (see Bibliography) to understand the range of tools and methods that exist for community assessment and public engagement. This research effort focused on the following broad categories:

1. Community Needs Assessments
2. Asset and Opportunity Mapping
3. Diverse Stakeholder Engagement

Each of these categories were examined to identify how terms are defined, in what context they are used, and what methods are most effective in engaging “hard-to-reach” and under-represented populations.

Figure 1 - Project Timeline

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<th>Description</th>
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Understanding and defining the Problem
Draft Workbook Development
Neighborhood Engagement Process
Evaluation/Refinement
Community Feedback
Key Informant Interviews
Advisory Committee Input
**Advisory Committee**

To guide development of the Community Assessment Workbook, an Advisory Committee was formed, the members of which had demonstrated expertise on public involvement and needs assessment processes. With representation from city agencies, non-profits and neighborhood residents, formation of the committee was an attempt to widen Mosaic’s view of City engagement exercises and start a conversation between sectors on needs assessment. The Advisory Committee met twice as a large group and committee members were also available for individual consultation. The Advisory Committee provided guidance on:

- Appropriate definitions of needs and assets;
- Appropriate scales at which to collect community input;
- Strategies and techniques for engagement and assessment;
- Guidelines for reporting findings in a usable format for Portland bureaus and agencies; and
- City government models for implementation of the Community Assessment Workbook.

**Key Informant Interviews**

Between February and April 2011, Mosaic Planning Group held seven one-on-one interviews with individuals identified as having important insight into neighborhood planning, community organizing, and the Portland metropolitan region. Building on the literature review, the interviews sought to explore and analyze:

- Methods for identifying and reaching diverse stakeholders;
- Challenges and obstacles of neighborhood-scale planning processes and needs assessments;
- Strengths and weaknesses of a community-driven assessment process in Portland; and
- Necessary elements within city government and neighborhoods for successful implementation of the Community Assessment Workbook.
Neighborhood Pilot Test
As a do-it-yourself, community-driven process, it is of utmost importance that residents understand the Workbook content and feel confident in carrying out the assessment activities as described. In order to develop a user-friendly and effective community assessment workbook, Mosaic Planning Group tested certain elements of the Workbook in the Southeast Portland neighborhoods of Brentwood-Darlington and Woodstock.

Because these communities sit adjacent to one another, share a common business district, and were identified as having very different levels of existing capacity and engagement in their neighborhood association, they were chosen as a reasonable place to examine the feasibility of identifying needs across neighborhood boundaries. A significant component of the “pilot test” was to assess the viability of identifying common goals and shared values while acknowledging the unique nature of each individual neighborhood. To put in motion a community assessment process in these neighborhoods, Mosaic Planning Group conducted neighborhood research, held interviews, built relationships, and hosted two community workshops and one community focus group. These activities are described in more detail below.

Neighborhood Research
A review of neighborhood plans, analysis of Census data, and a community tour served to provide an understanding of who lives in these neighborhoods, how the neighborhoods are changing, how these communities imagine themselves, and where they would like to go in the future. In addition, it built a picture of what needs and assets the communities have previously identified as important priorities. See Appendix C for sample fact sheets that were developed for the pilot neighborhoods as a way to start a conversation with some basic information regarding population and conditions. A similar product is recommended to be developed for any communities going through a needs assessment process. This background research provided the basis for stakeholder identification and engagement.

Relationship-Building and Conversations
Beginning in February 2011, Mosaic Planning Group members made it a priority to attend monthly neighborhood association meetings in both neighborhoods, as well as Land Use Subcommittee Meetings in the Woodstock neighborhood. Through presence at these meetings, Mosaic Planning Group was able to gain visibility in the community, answer questions, invite residents to AmplifyPDX events, and listen to the conversations residents were already having about areas of concerns in their neighborhoods. Moreover, important personal relationships were built with residents, and project members lent a listening ear and demonstrated support of residents’ efforts on behalf of their community. Several one-on-one interviews and conversations were conducted with neighborhood stakeholders to gain insight into neighborhood dynamics, needs and assets. Finally, Mosaic Planning Group made it a priority to have neighborhood representation on the Advisory Committee.
Community Workshops

During April 2011, two community workshops were held to explore the effectiveness of selected elements of the Community Assessment Workbook. Though attendance was generally light, representation from both neighborhoods was evenly distributed at each meeting. The first workshop was held in the Woodstock neighborhood at the Parish Center of Our Lady of Sorrows. Highly interactive activities, including mapping and dot voting, were used to spur conversations and to engage both small and large groups in the identification of common values that will continue to guide and inform the entire community assessment process.

A second workshop was held in Brentwood-Darlington at Lane Middle School. This meeting again used interactive mapping activities and small and large group discussions to identify areas of concern and assets in the community. Given a set of 14 predetermined categories of needs and assets that were previously identified through research, participants were asked to identify their top categories of interest in order to focus the evening’s conversation. Using their prioritized categories, participants drew on community maps marking areas of concern (or needs) in red and areas of opportunity (or assets) in green (See Appendix B for an example).

Community Focus Group

In May 2011, Mosaic Planning Group held a focus group at Papaccinos Coffee in Woodstock with community stakeholders to reflect on the Community Assessment Workbook and April’s workshops. The focus group was open to any workshop participant—six chose to attend—and the objective of this conversation was to identify potential obstacles in the implementation of the Workbook. Particularly, Mosaic Planning Group was interested in talking to residents about whether they felt they could carry out the process themselves, what kind of resources and guidance they would need, and the most valuable elements of the process and/or the Workbook itself.
The following section outlines the key findings of AmplifyPDX. Both a process and a product, the lessons learned address what constitutes a community needs assessment; guiding principles for conducting an effective assessment; Workbook objectives and content; Workbook implementation; and preliminary results of a needs assessment for the Brentwood-Darlington and Woodstock neighborhoods.

Mosaic Planning Group and the AmplifyPDX process faced a number of limitations. Perhaps the greatest challenge was conducting the process with significant time constraints. Ideally, AmplifyPDX would have been implemented over a longer time period in order to fully explore the various applications for the Community Assessment Workbook, the potential for inter-agency cooperation and collaboration, and the range of formats and content for the Workbook prior to testing the process in a specific community.

Community Needs Assessments: Definitions & Guiding Principles
At its most basic, a needs assessment examines what works, what does not, and what needs to change in a community. Such an assessment is a process for determining the needs and strengths of a particular community as well as barriers to and opportunities for change. Needs assessments can help communities organize around the issues that are most important to them; they can provide critical information for planning processes that will affect the community; and they give an avenue through which people can express their priorities and advocate for their community. A needs assessment is a snapshot capturing where a community is today while arming community members with information to take action and plan for the future.

Eight Principles of an Effective Needs Assessment

1. Transparency
2. Inclusivity
3. Equity
4. Accountability
5. Clarity
6. Neutrality
7. Reasonable expectations
8. Long-term Commitment to Community Organizing & Planning
It has recently become widely accepted that needs assessments must focus not just on the deficiencies of a community but also on the strengths and assets, or the resources and capacity of community members to bring about improvements on their own. Strictly focusing on needs is only half of the equation and tends to make communities dependent on external resources. A needs assessment, then, must incorporate an examination of a community’s assets as well while drawing connections between identified needs and assets so as to close the gap between the two, to better meet community objectives and to improve the quality of life. This kind of needs assessment supports an asset-based community development approach, which focuses on leveraging the skills, knowledge, and networks of local residents, organizations, and institutions to effect change and improve the community. A long-term strategy, asset-based community development is understood as an effective and sustainable model for community empowerment, or the ability for communities to act as decision-makers and take action on the issues that directly affect them.

The potential impact of the Community Assessment Workbook for Portland neighborhoods is significant. Assessment processes undertaken by Portland communities will likely affect important planning and development efforts such as the update to the City’s Comprehensive Plan or city budget initiatives. As a result, this project sought a set of principles upon which such a workbook and community-led process can and should be based. Through AmplifyPDX, it was found that an effective and successful needs assessment process must be defined by:

- **Transparency** – making sure the process is open and accessible to all
- **Inclusivity** – ensuring thorough institutional and demographic representation
- **Equity** – a commitment to everyone’s right to have access to housing, education, jobs, transportation and other opportunities that contribute to a high quality of life
- **Accountability** – of both community leaders and the City
- **Clarity** – ensuring roles, responsibilities, and the chain of authority are clearly stated and agreed upon
- **Neutrality** – especially of leadership, to ensure the interests of the greater community are acknowledged and addressed
- **Reasonable expectations** – clear and realistic outcomes
- **Long-term commitment to community organizing and planning** – particularly on behalf of the Bureau of Planning and Sustainability and other city agencies

These principles were used as guiding criteria for the AmplifyPDX process. As discussed below, the principles are reflected in the needs assessment process and engagement techniques included in the Community Assessment Workbook as well as policy recommendations to the City of Portland related to the Workbook’s implementation.
Workbook Objectives and Content

A Needs Assessment Must Have a Compelling Purpose

The most frequently asked question regarding the development of the Community Assessment Workbook was, “Why are you asking the community to go through such a process? What is the purpose?” Clearly, a compelling reason is a prerequisite to performing a needs assessment. For transparency and accountability purposes, it is essential that participants understand how and why the information will be used. This was a challenge for the AmplifyPDX process, as BPS is approaching development of the Workbook in an exploratory manner, with no clear commitment as to how it will be used at the City level. Given the lack of a clearly defined purpose for the Workbook, Mosaic Planning Group was faced with the challenge of creatively defining the Workbook’s purpose and designing an assessment process for more generic use.

As a result, Mosaic Planning Group developed a product directed towards community organizing: a process that will help Portland communities be focused, informed, and ready to participate on a range of planning related activities. Results of the needs assessments are intended to differentiate between solutions that require assistance from the City and those that do not. The needs assessment process is expected to act as a means of community empowerment, providing the resources that communities need to make their own decisions about the issues that are the most important, and enabling residents to take a more active role in shaping their communities. The process is expected to generate ideas for community-led projects that will address local needs, leverage local assets, and reduce dependence on the City. The process will also identify the prioritized needs that do require assistance from city agencies and will help communities provide the information in a meaningful, consistent way to BPS and other City agencies. A particularly important destination for the results of the needs assessments is the BPS District Liaison Assessment Maps, which are used as living documents to “record what is heard” on-the-ground in Portland’s neighborhoods. One stakehold-

Fundamental Questions in Developing a Needs Assessment:

1. Who is the assessment attempting to inform, influence, or persuade?
2. What purpose is the needs assessment intended to accomplish?
3. Whose needs are to be assessed?
4. What questions need to be asked? Do you already know the answers? Can you do anything to change the situation?
5. How will the information be used?
6. What resources are available to do needs assessments?

Source: http://www.extension.iastate.edu/communities/tools/assess/
er suggested the new process is a means of “enabling communities to be more articulate on their own behalf.”

**There is “Strength in Numbers”**

Another objective of the Community Assessment Workbook and needs assessment process is to encourage conversations and planning across neighborhood boundaries. This idea was well received by all stakeholders and experienced great success in AmplifyPDX’s neighborhood-based “pilot test.” A key theme emerging from AmplifyPDX was the idea of “strength in numbers,” or the power of neighborhoods working together on common problems and toward shared goals. It is also increasingly common for financial and other resources to be awarded based on the number and quality of partnerships, which is another reason for encouraging multi-neighborhood collaboration.

**Participants Must See Relevance and Value in the Needs Assessment**

Mosaic Planning Group also learned that many Portlanders may be on the edge of planning “burn out.” Public involvement is a volunteer, leisure-time activity that competes with other responsibilities and interests, for example, time with one’s family or friends. It is therefore essential that residents see relevance and value in the outcome and the products of the process. Neighbors must get something in exchange for their time and participation, and Mosaic Planning Group heard residents express interest in moving beyond “lofty, aspirational language” to meaningful actions. Discussions about concrete projects and strategies lead to a better result. And results, not just another planning effort, are essential.

Mosaic Planning Group is sensitive to the cautionary lesson of “burn out,” and recognizes the need to consider seriously both the opportunities and challenges of a community-led needs assessment process.

**Diverse Stakeholder Engagement Requires Diverse and Dynamic Strategies**

To further ensure an inclusive and effective needs assessment process, it is evident that providing a range of engagement techniques is necessary. Repeatedly brought to Mosaic Planning Group’s attention, asset mapping is deemed a crucial task in any needs assessment. Other key themes related to engagement activities included those that are interactive, visual, short, dynamic, and fun. In addition, activities that engage smaller sections of a community or neighborhood are considered effective, as are activities that are paired with family-oriented social opportunities. Activities that provide ownership
over the ideas, and ultimately solutions, were also recommended. Specifically, stakeholders suggested door-to-door canvassing, town halls, workshops, photo-voice projects, and tabling.

Moreover, encouraging participation by a diverse range of stakeholders requires tapping into existing resources including networking with organizations that have ethnic client bases or other racial or economic-based constituencies, identifying existing affinity and family groups, reaching out to churches, and building relationships with key community leaders. Mosaic Planning Group’s research and planning process emphasized the importance of trust and personal relationships when seeking to engage diverse populations. Including stakeholders outside traditional and well-known networks is challenging. The Workbook provides suggestions for identifying underserved populations and establishing new relationships with service providers like the Immigrant and Refugee Community Organization or community development corporations that serve marginalized populations. Doing so promotes inclusivity and equity, and will provide a more representative perspective of community needs.

**Identifying Common Interests & Building Trust Must Happen Early in the Process**

Another key finding related to the Workbook’s content is its ability to support relationship building, values, identity and cohesiveness, particularly given the Workbook’s attempt to plan at a new cross-neighborhood geography. Values, identity, and community cohesion were deemed important factors prior to any planning process, including a needs assessment. Getting all community members involved early in the assessment process serves to build relationships, create an environment of trust, and foster mutual understanding and acceptance. Furthermore, a member of Mosaic Planning Group’s Advisory Committee explained, “Clearly stated values are a powerful tool when talking to the City.”
Short-Term and Small-Scale Community-Led Projects Can Build Momentum

Research and stakeholder engagement further identified important components of the Workbook including prioritization, reporting guidelines, and encouraging the brainstorming of a wide range of solutions. Specifically, the Workbook must address equity in the prioritization process such that the community’s decision-making supports projects that benefit the most people with the most need. Additionally, the final reporting guidelines and format must be easy to use and provide consistency across neighborhoods. Community members preferred the ease of a form that could be filled out by communities and submitted to the City. Finally, all scales of solutions should be addressed including short, medium, and long-term strategies. “Quick fixes” that can be implemented by community members are important to build momentum, provide a sense of progress, and to empower communities to make decisions and identify solutions.
Applying the Workbook

This section discusses findings related to the Workbook’s implementation at both a city and neighborhood level. It reviews the necessary elements for successful application including the role of BPS planners, appropriate geography and scale, how the process is initiated and what constitutes a successful community-led process.

Scale of Application

Identifying the “community” or appropriate geography is challenging but necessary: it determines whose needs are to be assessed and subsequently addressed. Ideas of place and community evoke passion in individuals. Whether conducting a needs assessment in a geographic or non-geographic community, the boundaries must be readily understood and be meaningful to participants.

Key Lessons:

Scale of Application

- The physical boundaries of neighborhoods are often irrelevant and reflect political decision-making, not the patterns of daily life, however residents tend to identify with the place that they live and express pride in their neighborhood and local community.

- Working across neighborhood boundaries is exciting and interesting; it is a new learning opportunity.

- While residents do not tend to identify with the 20-minute neighborhood boundaries that BPS has proposed, people do frequently leave their own neighborhood to access goods and services. Though not necessarily using the 20-minute label, residents often expressed an interest in meeting daily needs closer to their home, generally supporting the theory behind 20-minute neighborhoods.

- Many marginalized populations, especially people of color, do not tend to identify with where they live because gentrification and displacement have eroded systems of place and home. Community-based organizations serving these populations are generally focused on the city as a whole, which makes it challenging to engage these organizations and their constituencies in neighborhood planning.

- There is some debate about how to define “community,” and who has the authority to do so.
Role of BPS and Planning Staff

An effective community-led needs assessment process requires partnership and collaboration between the City and communities. The City cannot be entirely hands-off and must be able to make a long-term commitment to the process, including resources and active participation. The City must clearly define what how the information from the needs assessments will be used and systematically respond in some way to the community’s findings.

**Role of BPS and Planning Staff**

- The community assessment process requires clear roles including who initiates the process. Initiation by a City agency signals an important commitment on behalf of the City to support the process and engage and consider the results.

- BPS must be able to make a long-term commitment to community-led assessment processes.

- BPS must demonstrate to neighborhoods the relevance of the community assessment process and how results will be used. Of particular concern, residents questioned the relationship between a community-led assessment process and a neighborhood plan.

- Financial and other resources are critical and it was widely accepted that these should originate from within the City.

- Residents must be able to know how their prioritized needs are being addressed and what progress is being made.

- Sustained institutional commitment is essential including professional facilitation and administrative support as well as a consistent City staff member committed to monitoring the process. “Someone who has power and someone who can cut through the red tape.”
Community Capacity

Overcoming inertia and encouraging proactive communities is a significant challenge. “Hot button” issues such as property rights, development proposals, or unimproved streets are often the key driver in moving residents and neighborhood organizations to action. Communities have varying levels of organizing capacity, and yet all command resources and support of some kind to institute new processes and projects. Strong community leaders are essential for a successful community-led process.

Key Lessons:

Community Capacity

- Residents are drawn into action by hot button issues. If addressed carefully, these issues can be used to draw community members into broader conversations.
- Residents and neighborhood-based organizations are often reactive, not proactive. They do become proactive when it is clear that the City is committed to the project and money and resources are provided.
- Not all neighborhoods and communities are beginning from the same place in terms of organizing capacity and resources. Many may need support from the City in initiating and carrying out the needs assessment process.
- An opportunity to learn about needs assessments and to be trained in conducting one would be useful for individuals and groups interested in leading the process.
- Residents like to see results in their “front yard” otherwise a process can become too abstract.
- Working across neighborhoods is useful because it is a way of sharing information, resources, and news.
- Necessary conditions for successful community-led processes include willing and motivated leaders; financial and other material and human resources for process and projects; ownership over projects; and cultural competency among leadership and participants.
Neighborhood Process

This section includes a brief description of findings and status of the needs assessment process for Brentwood-Darlington and Woodstock. A more complete report can be found in the Community Advocacy Memo in Appendix A, which was distributed to the residents through presentations at Neighborhood Association meetings, Mosaic Planning Group’s website, and the AmplifyPDX neighborhood stakeholder mailing list.

Neighborhood stakeholders responded positively to having the opportunity to meet and get to know one another at the community workshops. The collaborative mapping activities offered participants the chance to learn from each other and to talk about how the ways that they use community resources and geography in similar or different patterns. Participants enjoyed discussing how they live their lives in a particular place, and they appreciated the opportunity to use their experiences and knowledge as a way to talk about what would make the community a better place to live.

Conversations between workshop attendees demonstrated a great deal of learning was occurring. From unsafe street crossings and hot spots for drug dealing to the location of a park and discovery of mutual friends, participants shared their local knowledge with each other, discovered common goals and interests, and exhibited pride in and commitment to their community. It became clear that there is more to unite the two neighborhoods than to divide.

April 16 Workshop

Participants explored common values using brainstorming, discussion, and dot voting. The essential shared community values were determined to be:

- Vitality: energy and liveliness throughout the neighborhoods
- Inclusion: recognizing and including the diversity of community groups and members
- Connectivity: within the neighborhoods and to other areas in Portland
- Green: open space for both people and wildlife

April 27 Workshop

Participants used maps and conversation to identify needs and assets in the categories of Planning, Zoning and Land Use, Infrastructure, Commercial and Retail Space, Healthy Food, and Public Safety. A few notable concerns include:

- Drug dealing and prostitution on 78th Avenue
- The pace and type of local development, particularly of commercial and retail outlets
- Speeding cars on Flavel and Duke Streets and 72nd and 52nd Avenues
- Lack of a natural foods store
- Lack of sidewalks and prevalent potholes
- Unimproved streets, especially those parallel to Woodstock Boulevard and near the Springwater Corridor
It was beyond the scope of Mosaic Planning Group’s project to conduct a full needs assessment for this community. Instead, the project was intended to inform the development of the Community Assessment Workbook and to set in motion an assessment process in Brentwood-Darlington and Woodstock. Moving forward, Mosaic Planning Group encourages the neighborhoods to continue working collaboratively on the needs assessment using the Workbook and building on the preliminary outcomes from Mosaic Planning Group’s “pilot test.” Mosaic Planning Group also suggests that BPS support the Brentwood-Darlington and Woodstock neighborhoods as they complete their needs assessment, continuing to examine the viability and applicability of the process as a citywide strategy.
While challenging, implementing an effective citywide process of community-led needs assessments is not impossible. It will, however, require supportive programs and policies to ensure an accountable, transparent, and equitable process. Moreover, to be as successful as possible, it will require commitment from and participation by a wide range of City agencies.

The following policy recommendations will help the City of Portland Bureau of Planning and Sustainability realize the potential of a community-led needs assessment process. Given the resource constraints within BPS, the recommendations may also be best considered as a way to enhance and supplement a neighborhood planning model that relies on substantial resources at both the City and neighborhood association level with an ongoing process that can be undertaken in short periods of time. The goal of such a Community Needs Assessment Process is to encourage communities to work together, identifying and prioritizing actionable needs. Such an assessment process can be used to inform future planning efforts and builds the capacity of Portland’s communities.
1. Implement the Community Assessment Workbook as Part of a New Needs Assessment Process

The Workbook is but one piece of the community-led needs assessment puzzle. Implemented as a complete process, needs assessments can be a new public engagement strategy that focuses on community empowerment and planning preparedness.

Reaching beyond individual neighborhoods and promoting cooperation and collaboration, a needs assessment process as proposed here strives for equity and inclusiveness in community-based planning. As part of a holistic needs assessment process, the Workbook encourages communities to take greater control over the factors that shape their lives while also meeting the Bureau of Planning and Sustainability’s desire for a new collaborative and community-driven approach.

Launching the new Needs Assessment Process in a well-publicized, visible manner is essential while also recognizing that a range of individuals or organizations can initiate a needs assessment. Possibilities for persons or groups that could get an assessment started include but are not limited to District Liaisons, community-based organizations or institutions, Neighborhood Associations or District Coalitions.
2. **Create A Needs Assessment Grant Program**

“Mini-Grants” would be made available to provide money and staff support for community groups interested in and committed to conducting a thorough needs assessment using the Workbook. Providing much needed resources through a grant program would demonstrate the City’s long-term commitment to a needs assessment process and to community organizing. Such a grant program would leverage City funds with increased community capacity and organization. A grant of this sort would encourage groups to undergo a needs assessment process also guiding them to seek out partnerships and new voices through award criteria which incentivizes partnerships.

Sample award criteria may include Demonstrated Understanding of the Community Needs Process; Commitments from Community Partners; Explanation of Purpose and Need; Evidence of Preliminary Stakeholder Assessment; and Clearly Stated Expectations and Outcomes.

Potential purposes for the grants could include translation services; facilitation and mediation; printing and distribution costs for outreach materials; technical, data, and mapping expertise; child care during community meetings; and diversity training for project leaders. Mosaic Planning Group recommends that in the short-term grant awards be made available for groups to undergo the process, but in the long term-funding should be considered for projects once the needs assessment has been completed.
3. **Develop A Collaborative Response Framework**

It is recommended that a permanent committee of city staff be established to coordinate and respond to needs assessment reports submitted by communities and to adapt to evolving issues as the needs assessment process matures.

Headed by BPS District Liaison staff, such a committee would support a transparent and accountable system that responds to communities by distributing their needs requests to the personnel best suited to providing a meaningful response. Should a requested need and action from a community be deemed unreasonable or unfundable, the committee would be expected to collaborate with community stakeholders to work towards realistic and feasible solutions that meet the community’s needs. As the responsibilities and programs of Portland’s new Office of Equity are developed, it is suggested that the City consider housing the committee that governs the City’s response process for needs assessments in the new agency.

As part of the response framework, it would behoove the City to develop a public database or other online mechanism that community members can access to track the progress of their assessment reports and prioritized needs. It is recommended that the City consider tapping into existing resources such as PortlandMaps.com and revisiting the discontinued RICAP database.
Community-led action requires willing and motivated leaders, leaders who have the skills and knowledge to organize and encourage others to participate. Establishing a successful Needs Assessment Process in Portland will demand a training program to support the development of community leadership. These leaders will be on the front-lines of the needs assessment process and a training would provide those individuals with the skills necessary to effectively conduct such a process and implement the activities and strategies in the Workbook. It is recommended that the City consider linking the training and the needs assessment process more broadly to existing programs such as the Diversity and Civic Leadership (DCL) Program through Portland’s Office of Neighborhood Involvement. Partnerships such as DCL’s work with BPS on the Portland Plan may serve as a model for this Community Ambassador Training Program.
5. Use Inclusive Definitions of Community

Community advocacy functions best when communities are self-identified. Applying the Workbook to any pre-set lines drawn on a map, no matter how well-intentioned runs the risk of dividing potential partners and combining disparate groups and geographies. While the 20-minute neighborhood concept is well-considered, people do not identify with these geographies.

Instead, BPS should not be prescriptive in defining what the community is and rather encourage people to self-identify their community while incentivizing partnerships between neighborhoods and between communities. BPS should encourage the Needs Assessment Process to be applied to both geographic and non-geographic communities, or a combination of both. When applying the Workbook geographically, however, avoid fragmentation of traditional neighborhood association boundaries. These boundaries, however flawed, carry with them decades of resident identity and belonging. Instead, encourage cross-neighborhood and interest group partnerships where similar interests occur.


TO: Brentwood-Darlington and Woodstock Residents
FROM: Mosaic Planning Group
DATE: May 31, 2011
RE: AmplifyPDX: Amplifying the Portland Community Voice

Based on conversations, observations, and demographic data collected during the AmplifyPDX project, it is evident that Brentwood-Darlington and Woodstock are changing. The neighborhoods are diversifying in terms of ethnicity and income levels, leading to a shift in community profiles. These changes present an opportunity for residents to come together and organize around shared values and a collective vision for the future.

AmplifyPDX
Mosaic Planning Group, in conjunction with the Bureau of Planning and Sustainability (BPS), created AmplifyPDX to examine the feasibility of a community-led needs assessment process aimed at empowering the public and informing future planning efforts. To achieve these goals, Mosaic Planning Group:

- Created a do-it-yourself Community Assessment Workbook
- Tested elements of the Workbook in Brentwood-Darlington and Woodstock
- Made recommendations to BPS to inform a potential citywide Needs Assessment Process

The project involved a series of interviews with community members and key informants, development of and close consultation with an Advisory Committee of professional and neighborhood representatives, two public workshops, and a focus group of project participants. During this process it became evident that while there are a great deal of strengths in Brentwood-Darlington and Woodstock, there are also substantial needs.

AmplifyPDX is a new approach to community-led planning. It focuses on inclusion and equity, shared values, and accountability as means of addressing prioritized needs. This is achieved through the three general steps, all of which are detailed in a step-by-step process in the Community Assessment Workbook. They include:

1. Getting to know each other
2. Gathering Information
3. Advocating for your needs

These elements were tested in Brentwood-Darlington and Woodstock.

What We Heard In Brentwood-Darlington and Woodstock
The first public workshop on April 16th sought to encourage dialogue between and among the neighborhoods, build relationships and trust, and examine commonly held core values among project participants. Participants engaged enthusiastically in a Point and String Map Activity, which mapped participants’ patterns of use in the community including a home base and frequent destinations (i.e. grocery store). Perhaps even more importantly, the activity spurred conversations
Amplifying the Portland Community Voice

Appendix 3

Amplifying the Portland Community Voice

Appendix A: Community Advocacy Memo, Page 2 of 3

The area needs a lot of planning attention, which is never received from Portland after being

Wide streets and big backyards are an asset

New housing stock does not fit the character of the neighborhoods

Overgrown foliage in front of homes that prevent easy walking on the sidewalks

Mineral sidewalk strips from 52nd & Duke down to 72nd, which are so rutted you cannot

Improvements to Brentwood Park, especially a new play structure

These include:

Mosaic Planning Group also received feedback about community needs and assets through our

Woodstock Boulevard

Traffic planning, especially making room for buses at the corner of 52nd Avenue and

Corridor

Clustered arterial or in the Southeast come of Brentwood-Darlington near the Springwater

Unimproved streets throughout the neighborhoods

Prevalent potholes throughout the neighborhoods

Boyle Avenue and 72nd Avenue

Street and pedestrian safety:

Prevention of through-traffic, and streets that are sympathetic to the Woodstock

Lack of streetlights, streetlights that are non-functional, and crosswalks in key locations including adjacent

Speeding on Flavel, Duke, 72nd Ave. and 52nd Ave.

The offensive and inaccurate nickname for Brentwood-Darlington, "Felony Flats"

The pace and type of local development (particularly commercial)

The needs and type of local development (particularly commercial)

Dirt driving and kết position on 78th Ave.

Traffic planning, especially making room for buses at the corner of 52nd Avenue and

Notable concerns included:

Green—open space for both people and wildlife

Conductivity—within the neighborhoods and to other areas

Inclusion of all community groups and members

Visibility—entry and vigilance throughout the neighborhood

Participants also explored common values using brainstorming discussion, and dot voting. The

discussed how much they have in common, and how individuals often realized they were neighbors.

and shared learning among participants – people uncovered new things about the community.
The lists of findings are by no means exhaustive, given the abbreviated timeframe in which Mosaic was operating and the relatively small number of participants in the needs assessment process. However, these issues are generally viewed as areas of concern for the broader community. In particular, community members from both Brentwood-Darlington and Woodstock strongly agreed that the most pressing need—and opportunity—involves the area’s many unimproved streets. By the end of the second workshop, community members were collaborating on ways to work to across neighborhood boundaries, capitalize on unimproved streets and transform these needs into community assets.

Moving Forward
Despite Mosaic Planning Group’s work over the last few months, the needs assessment process in your community is not over. Additional community members, especially those representing groups who traditionally aren’t included in planning processes, should be engaged and their concerns should be documented. Mosaic Planning Group would like to encourage Brentwood-Darlington and Woodstock to continue to work collaboratively through the needs assessment process. There are several, if not many, needs that can be addressed either partially or completely by your community with existing resources. Use the Community Needs Assessment Workbook to help identify what these needs are. It will be available mid-June and can be found on our website (www.mosaicplanning.org). Your District Liaison, Matt Wickstrom, has also been deeply involved in this process and can provide you with assistance in meeting facilitation, organization, and connecting you to resources.

It has been a pleasure working with so many individuals and groups in your community. We are encouraged by the enthusiasm and ideas that came out of AmplifyPDX and see great potential for community collaboration on local issues. Brentwood-Darlington and Woodstock have unique needs and amenities, but also very similar values, goals, and aspirations. Let these be the building blocks of future partnerships.

Sincerely,

Mosaic Planning Group
Urban and Regional Planning
Portland State University
mosaicplanning.org

enc: Brentwood-Darlington and Woodstock Needs & Assets Maps #1 and #2
# Appendix B: Sample Needs & Assets Map

**Introductory Asset Mapping Exercise**
1. Consider the most valued assets and greatest concerns for your neighborhood.
2. Find the first available label number mark it on the map in a circle.
3. Leave a brief note on the location and description (as necessary) below.

## Be Creative!

<table>
<thead>
<tr>
<th>MAP LABELS</th>
<th>LOCATION / DESCRIPTION</th>
<th>CONCERN OR ASSET?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Sidewalks &amp; pothole filling</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>Woodstock Library</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>Woodstock Community Center</td>
<td></td>
</tr>
<tr>
<td>4.</td>
<td>Brentwood-Darlington Community Center</td>
<td></td>
</tr>
<tr>
<td>5.</td>
<td>Green Thumb</td>
<td></td>
</tr>
<tr>
<td>6.</td>
<td>Woodmere Elementary Park</td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>Portland Park</td>
<td></td>
</tr>
<tr>
<td>8.</td>
<td>7th &amp; Havel Business Development</td>
<td></td>
</tr>
<tr>
<td>9.</td>
<td>Sand &amp; Bayside Business Development</td>
<td></td>
</tr>
<tr>
<td>10.</td>
<td>Poor traffic planning/bus turning</td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>Woodstock &amp; 7th &amp; no crosswalk</td>
<td></td>
</tr>
<tr>
<td>12.</td>
<td>Drug dealing on 78th &amp; moon lighting</td>
<td></td>
</tr>
<tr>
<td>13.</td>
<td>Opaline - good walking route</td>
<td></td>
</tr>
<tr>
<td>14.</td>
<td>Woodstock Blvd pedestrian friendly</td>
<td></td>
</tr>
<tr>
<td>15.</td>
<td>Woodstock Blvd pedestrian friendly</td>
<td></td>
</tr>
<tr>
<td>16.</td>
<td>heat boil water for 8th St &amp; 54th St</td>
<td></td>
</tr>
<tr>
<td>17.</td>
<td>Heat &amp; air conditioning on Havel Dr, 7th &amp; 8th St</td>
<td></td>
</tr>
<tr>
<td>18.</td>
<td>Woodstock Business District</td>
<td></td>
</tr>
<tr>
<td>19.</td>
<td>Rose, COE office</td>
<td></td>
</tr>
<tr>
<td>20.</td>
<td>Apostolic as good neighbor</td>
<td></td>
</tr>
<tr>
<td>21.</td>
<td>Good will</td>
<td></td>
</tr>
<tr>
<td>22.</td>
<td>Hard Hardware 52nd &amp; Rual</td>
<td></td>
</tr>
<tr>
<td>23.</td>
<td>East Lane: Good and Bad 52nd &amp; Springer</td>
<td></td>
</tr>
<tr>
<td>24.</td>
<td>Spring Water Corridor</td>
<td></td>
</tr>
<tr>
<td>25.</td>
<td>Schools</td>
<td></td>
</tr>
</tbody>
</table>

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Appendix

AmplifyPDX Workshop
April 27, 2011
Lane Middle School
BRENTWOOD–DARLINGTON
NEIGHBORHOOD FACT SHEET

BASIC STATS:
Total 2000 Population: 11,420
Total 2010 Population: 12,994
2000-2010 Pop Growth Rate: 14%
   (10% in PDX as a whole)
2005-09 Per Capita Income: $22,133
   ($29,282 in PDX as a whole)
Percentage Rental Households: 30%
   (41% in PDX as a whole)
Percentage Family Households: 63%
   (52% in PDX as a whole)
% with Higher Ed Degree: 13%
   (32% in PDX as a whole)

2010-11 PUBLIC SCHOOLS:
Elementary: 929
   (8% in PDX as a whole)
Middle: 417
High School: 448
Total: 1,794
Students as % of Population: 15%
   (8% in PDX as a whole)

INFRASTRUCTURE:
Size in Acres: 1,122
Total Street Miles: 44
Unimproved Street Miles: 5 (12%)
   (3% in PDX as a whole)
Sidewalk Miles: 10.0 (23%)
   (49% in PDX as a whole)
Bike Rte. Miles: 11 (25% of streets)
   (30% for PDX as a whole)
Bus Stops: 78
Bus Stops per Square Mile: 45
   (37 in City as a Whole)

RACE:
Diversity Index:
   48% (46% for PDX as a whole)
Percent White: 67%
   (72% in PDX as a whole)
Percent Black: 4%
   (6% in PDX as a whole)
Percent Hispanic: 14%
   (9% in PDX as a whole)

*Represents likelihood that two residents, chosen at random belong to different race or ethnic groups
Numbers are derived from Census Bureau estimate for 2000 & 2010 Census, ACS 2005-2009 estimates,
RLIS GIS database and ODE education data. Margins of error not listed here.
Appendix C: Sample Fact Sheets, Page 2 of 2

2010-11 Public Schools:

Woodstock

Race:
- Percent Hispanic: 8%
- Percent Black: 3%
- Percent White: 84%
- Diversity Index: 36%

Infrastructure:
- Total 2000 Population: 8,140
- Total 2010 Population: 8,161
- 2000-2010 Pop Growth Rate: 5%
- Total 2010 Population: 8,340

Basic Stats:
- Woodstock N/A

In-Size:
- Size in Acres: 798
- Total Street Miles: 40
- Unimproved Street Miles: 3 (7%)
- Sidewalk Miles: 3 (75%)
- Bike Route Miles: 6 (16% of streets)

43

Numbers are derived from Census Bureau estimates for 2000 & 2010 Census, ACS 2005-2009 estimates. Represents household that two residents, chosen at random belong to different race of ethnic groups.}

*Represents likelihood that two residents, chosen at random belong to different race or ethnic groups.

 amen AMPLIFYPDX Amplifying the Portland Community Voice

Appendix

Amplifying the Portland Community Voice