

Portland Planning and Sustainability Commission

Tuesday, September 11, 2012

12:30-4:00pm

Meeting Minutes

Commissioners Present: Andre' Baugh, Karen Gray, Don Hanson, Lai-Lani Ovalles (left 2pm), Gary Oxman, Howard Shapiro (arrived 1:40pm), Chris Smith, Irma Valdez

Commissioners Absent: Mike Houck, Michelle Rudd, [one open position]

BPS Staff Present: Susan Anderson, Director; Steve Iwata, Planning Manager; Karl Lisle, Sr Planner; Troy Doss, Sr Planner; Julie Ocken, PSC Coordinator

Other City Staff Present: Paul Smith, PBOT; John Deyo, PBOT; Tammy Cleys, BES; Mauricio LeClerc, PBOT

Other Presenters: Chet Orloff; Andy Johnson, ODOT; Todd Juhasz, ODOT

Chair Baugh called the meeting to order at 12:35pm and provided an overview of the agenda.

Director's Report

Susan Anderson

- On Wednesday, September 19, 6-8pm, starting at the Madison HS parking lot, staff and neighborhood coalition members will host a walking tour of NE 82nd to look at future considerations there. Discussion will include looking at opportunities and constraints around land use, transportation, zoning and livability of key sites along NE 82nd from Madison High School to NE Beech.
- West Hayden Island tour dates/times have been confirmed for PSC members. Staff will follow-up with specifics, meeting location, etc.
- Build it Green Tour of Homes 11th Annual tour is on Saturday, 09/22. PSC members can receive a booklet each, each of which is good for 2 people.
- The 122nd Ave Rezone project heads to Council on 09/19. At the 06/26 PSC hearing, commissioners approved the rezoning and directed staff to work out the issues with ODOT and report back to the PSC prior to Council. The intersection with Powell will be included in the rezoning. The recommendation to Council is that those properties' zoning (access from Powell) gets changed to Neighborhood Commercial and that the properties set on 122nd are fully rezoned to commercial.
- New apartments and parking on frequent transit lines: BPS is working on a number of studies, looking at current buildings and surveys of residents; modeling to review the cost of providing parking; talking with TriMet to ensure frequency along the current corridors; and looking at the generational shift of those who drive. We will have a public forum at PSC on 11/13 to allow public an opportunity to comment and discuss the issues before new proposals go to Council.
Building heights, design standards, commercial have been topics of interest for the community as well. These are all components of the Health Connected City Portland Plan strategy. What about bringing the full slate of issues to the PSC? This could be a discussion at the next officer briefing on 09/20.

Commissioner Smith noted that September 22 is the opening of the new Streetcar line. Service will run from OMSI to PSU. There is a 10am ribbon cutting at OMSI, and service is free that day.

Consent Agenda

- Consideration of [Minutes from 08/14/12 PSC meeting](#)

Chair Baugh asked for any comments for the consent agenda.

The Consent Agenda was approved with an *aye* vote.
(Y7 – Baugh, Gray, Hanson, Ovalles, Oxman, Smith, Valdez)

R/W #7360: Proposed Street Vacation of SE Umatilla and SE Sherrett

Hearing / Recommendation: Paul Smith, PBOT; John Deyo, PBOT; Tammy Cleys, BES

Documents:

- [Staff Report](#)
- [Revised Staff Report from 09/10/12](#)
- [Aerial photo of property](#)

SE Umatilla Street and SE Sherrett Street west of the Grand Avenue right of way are both classified as local streets (Street Design). Both of the street segments proposed for vacation are unimproved and have steep grades sloping down toward the river.

The segment of SE Sherrett Street proposed to be vacated is designated as a Recreational Trail in the Zoning Code and would connect the Springwater Corridor (Trail) to the Willamette Greenway.

The agreement states that BES will initiate the street vacation process as part of the overall consideration for the granting of easements to BES on PRC's property for the Sellwood Pump Station Project. The vacation will give PRC the ability to lease the riparian rights within the vacated area directly from the Oregon Department of State Lands for use as floating home moorage.

The request is being made pursuant to an agreement between BES and the Portland Rowing Club in exchange for the granting of easements for the BES Sellwood Pump Station. BES will ultimately construct the Willamette Greenway across the Portland Rowing Club property; BES will fund once an easement is established (SEE P 6 of staff report). However, if PRC did come in for a land-use application, there would be a connection, in which case it would be required to provide the easement at that time.

Currently both of the ROWs proposed for vacation are basically street stubs which only provide access to adjoining properties.

A recreational trail easement along both ROWs would provide an opportunity for pedestrian access to the river and the Willamette Greenway consistent with these additional policies of the Comprehensive Plan.

The Portland Rowing Club (PRC) was required to grant an easement for the Willamette Greenway Trail as a condition of approval in two separate land use cases. As a part of the City's agreement with PRC for the Sellwood Pump Station easements, the City agreed that it would not seek to enforce conditions of land use approvals in both of these cases regarding the granting of easements for the Willamette Greenway Trail across PRC's property.

Testimony:

- Dean Alterman, Folawn Alterman & Richardson LLP, on behalf of the Portland Rowing Club: PRC generally supports the application. One point to suggest is a condition that at the choke point, between the pump station and Sherrett, is 20' below Grand Ave and another 30' below to the greenway trail. The likely connector would be a staircase, so not all 100' will be needed for the ROW. Suggest that City reserve 25' wide strip along south end for future trail. When they build the connector, the City should relinquish this.

Chair Baugh: Is the club willing to guarantee that the trail could be built with the easement provided?

- There is a complicated history - PRC owns the land and leases water. Floating homes need to get a conditional use. It would depend.

Commissioner Hanson noted the restrictions and had no hesitation to the vacation request. If you're on bike, the way to get down to the greenway is the side access route. If we vacate the ROW but maintain adequate space for pedestrian easement, that is a good first step.

Commissioner Gray noted concern about ADA compliance and the lack of connection for other-abled people. She noted sometimes we get accused of not being sensitive to people of different abilities. We don't want to be flippant "just because it's not ADA possible" we don't think about all the pedestrians and access for all Portlanders.

- Based on the landscape, the trail would have to be a staircase. Because the area is so steep (50% grade change), that would be 600 linear feet of a ramp plus the required resting spots. There since isn't room for this ramp, the ADA compliance can be removed because there is no way to build a compliant path there. This was already determined by the attorney.
- Sara Gardner, President, Waverly Condo HOA: The condo is at south end, and the ROW abuts the building on the north side then goes right against the garage (old site of Salty's restaurant). Residents in the northern units of the condos get the ROW right up to their units, and they would like some breathing room between the trail and the residences. When 30' were proposed to get transferred during this street vacation, residents were excited.

Commissioner Hanson: If 25' went directly through the center, there is still an adequate set back against the property to the south. BUT: the pump station is already built there.

Testimony Received:

- Dean Alterman, Folawn Alterman & Richardson LLP, on behalf of the Portland Rowing Club

Chair Baugh closed testimony.

Discussion:

Commissioner Smith: We don't do anything today that makes designing the trail more difficult in the future. Regarding the replacement conditions in the PRC document - whatever ROW is not used in the trail comes back to PRC or the landing as appropriate. Their suggested amendment 1A creates a constraint for the future, which is not attractive. In 1B the client gets removal of easement after trail is built.

Tammy Cleys, BES, worked on the design of the trail and doesn't support the modifications of the easement as proposed by PRC. The topography is too steep to be ADA compliant. We need to reserve all the ROW at this point based on the width constraints to get down through the steep slope. This is a recreational trail - primarily a pedestrian way.

If we don't use a portion of the trail for ROW, PRC would like the easement removed. This is set up for the future, but until the trail is constructed, the easement will remain. This is an incentive to the PRC.

Chair Baugh: The hang up is the trail. Preserving all of our options at this point is the best way to elicit a conversation with PRC when there is a land-use request. There is a public and City interest in connecting the trail. It is an opportunity for BES to look at securing the money and building the trail.

Recommendation:

Commissioner Hanson moved the recommendation of the R/W 7360 vacation request of the area for as shown on Exhibit A of the staff report *with conditions*:

1. Bureau of Development Services: Grant an easement for a public recreational trail over the entirety of the vacated rights of way; and
2. Bureau of Environmental Services: Grant an easement for Stormwater conveyance and outfall over the entirety of the vacated SE Umatilla Street right of way.

Commissioner Smith seconded.

Chair Baugh restated the motion, and the motion passed.
(Y7 – Baugh, Gray, Hanson, Ovalles, Oxman, Smith, Valdez)

Central City 2035 Concept Plan

Hearing: Steve Iwata, Troy Doss; Chet Orloff

Documents:

- [CC2035 Concept Plan - Public Review Draft](#)
- [CC2035 Staff Memo](#)
- [CC2035 Amendments Memo](#)
- [CC2035 Urban Design Map Amendment](#)

Presentation: <http://efiles.portlandoregon.gov/webdrawer/rec/5148240/view/>

Susan provided an overview of the importance of CC2035 and N/NE Quadrant plans. People will look back to this as making good big shifts. This is a guide for future private and public investments.

1. These plans are the first efforts to embrace the Portland Plan, providing an overall guiding framework.
2. These plans are just about the Central City. If Portland wants to be prosperous, educated, healthy and equitable as we say in the Portland Plan, it has to have a vibrant and prosperous downtown core. This is the region's primary business, cultural and education center.
3. The Central City 1980 plan was one that cities from around the world have borrowed from. There are nearly 500 specific actions in that plan; we have completed nearly 90 percent of those actions.

The ask will be for the CC2035 Concept Plan and to vote to accept the plan and move on to Council. We will then discuss the N/NE Quadrant Plan as the first area, moving then to SW/NW soon. Each piece will be adopted by resolution at Council (the concept plan and each quadrant plan). At the end, we will adopt the full project by ordinance. This gives opportunity to amend the overall concept plan prior to the final Council session for resolution.

These will be adopted after the Comp Plan update is completed, even though we're working on them ahead of the Comp Plan being finalized.

Chet Orloff, Chair of Advisory Committee: Over the last 2 years, several hundred citizens have been involved in the development of the CC2035 Plan. There has been a great deal of thought and effort in developing it. And to emphasize, this is a concept, and comments should be taken under advisement in the iterative process of developing the concept plan and individual quadrant plans.

Troy Doss provided an overview of the plan.

Primary Objectives

- Establish a new policy framework

- Establish new urban design concept
- Create a series of new updated district plans (e.g. Goose Hollow, Chinatown)
- Establish new implementation strategies and actions
- Guidance for future investments and developments

The 8 districts of the Central City are primary areas for the project; we will also be looking at areas with an influence on these districts that sit just outside these districts.

The initial phase of development included 13 advisory committee meetings as well as 13 symposiums to identify issues and set goals. Staff hosted many open houses and charrettes, compiled the information and presented it to the steering committee, which developed the concept and urban design plan.

The Central City is a center for innovation exchange. This is the most active, asset-rich place in our region. We'll want to continue to develop it as a regional center where Employment, Arts and Culture, Higher Education, Retail, Entertainment, and Tourism are prominent.

Historically the Central City was a very active pedestrian environment. After WWII, Portland saw a decline of its city center as the population moved out to the suburbs. The auto began to take over the public realm.

The 1972 Downtown Plan, still referred to today, brought transit mall, eastside MAX, performing arts center, riverplace development and affordable housing, along with other still-noticeable amenities and development.

The 1988 plan tried to build on the 1972 Downtown Plan but also extended to neighborhoods to the east. A number of goals were accomplished in the 1988 plan, especially mixed-use developments and economic development, a new connection to open spaces, and actions on how we approach urban design.

Today we're beginning to notice a return of families with children in the Central City. 90 percent of housing in the Central City is one bedrooms and studios, which is not sustainable for the changing population; and the majority of housing is rental housing. We have a big gap for middle-income family housing in the Central City.

32 percent of jobs in Portland are in the Central City. Job share has declined since 1988, but this is due in part of the rise of economic areas throughout the rest of the city. This is still a place where people want to have their businesses.

The policy framework concepts include

- Economic development
- Housing and community development
- Transportation
- Public safety
- Willamette river
- Civic and cultural life
- Environmental health
- Historic resources

The policy framework is integrated and includes 5 focus areas including 13 goals and 36 policy areas to support the goals:

- Regional Center: Economy and Innovation
- Housing and Neighborhoods
- Willamette River

- Urban Design
- Health and the Environment

The concept plan's urban design component has 3 main foci:

- Central River
- Distinct Districts
- Connected Public Realm

The urban design framework includes:

- Bridgehead Redevelopment
- Regional Corridors & Connections
- Experiment & Innovation
- Historic Resources & Districts
- Neighborhood Transitions
- Street Diversity
- Signature Open Spaces
- Bridging Barriers

Staff received amendments from PBOT, *Commissioner Houck*, planning goals from PBOT, and suggested amendments from the South Portland NA which can be incorporated into an amended recommendation from the PSC>

Testimony:

- Amy Lewin: HAND member and advisory group member for CC2035, but today she is providing her personal views with a focus on the general needs of residents. Much has changed in the Central City, and we have a great opportunity for renewed investments. Distinct differences are acknowledged and there is hope for a thriving inner city for residents, businesses, and the arts. We will be welcoming more people into Portland in the upcoming years, so she encourages the concept plan as a starting point for the next 25 years.
- Jim Howell: The transportation component is mostly missing from the concept plan. Light rail and public transit have had lots to do with the planning for Portland, and this plan assumes no large changes in transit or Union Pacific RR through eastside, which can change what will happen in the next 25 years.
- Susan Peithman, BTA advocate: Thanks to staff to working to create a livable city center. We're creating a legacy for generations. We still need more transportation policy direction to encourage active modes, so the BTA asks for integration of the Bicycle Plan for 2030 mode goals to direct future planning efforts. For the Central City, mode share needs to be closer to 40 percent, which can be achieved with proper planning and design. We need to go beyond the low-hanging fruit of people who already ride and look at the "interested but concerned" population via separated facilities. Also need to look at education, engineering, enforcement and evaluation. Bike storage and parking is a component of the engineering planning.
- James McGrath, AIA/ASLA/APA Urban Design Panel: A member of the steering committee for CC2035. The result of the urban design plan was creative, ratified approach of city staff, and he requested to amplify the approach. Elements include the openness of the concept plan and ability to adapt to change and larger-scale projects. With a focus on the river and the concept of the loop, there is emphasis on the "bookends" that capture the river and sides of the area; attention to getting from middle territory to the river. The group asks the PSC to support the draft.

Testimony Received:

- Mike Houck
- Portland Bicycle Advisory Committee
- Individuals from SERA Architects
- Rob Sadowsky, ED, Bicycle Transportation Alliance
- Steve Bozzone and Alexis Grant, Active Right of Way

Chair Baugh closed the hearing; written testimony will be left open for one more week, through 09/18.

Discussion:

Innovation is going to happen, and we want to be able to accommodate and build on it like in the 1988 plan, where South Waterfront and the Pearl were not envisioned as they have been completed today. It is possible for high-speed rail at some point, ability to move freight off-grade, etc.

There is currently a tension on the sidewalk and esplanade with bikes and pedestrians. CC2035 provides the overarching framework for the Central City, and specific issues like this one will be addressed within their specific quadrants. As we move to a 40 percent bike mode split, we should have a more vigorous approach to bike routes and improvements to resolve other conflicts.

The most compelling part of this document is that it is a “living laboratory”. We need to treat it as something that evolves and changes over time.

Commissioner Smith proposed two amendments to the concept plan

- p. 11 - Policy 8: Optimized Street Network. Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the mobility needs of businesses, shoppers, residents and visitors. Emphasize pedestrian, bicycle, transit and freight access while continuing to provide automobile access.
Commentary: consistent with green transportation hierarchy in Portland Plan and consistent with the efficiency language in the new Goal E in the staff amendment package.
- p. 16 - Item 6: Pedestrian/Bicycle Loop - Providing a new pedestrian-bicycle facility that offers quieter, greener and safer access to and through the Central City will complement the busier streetcar loop *and network of bikeways*, connecting people, districts, open spaces and the surrounding city.
Commentary: removes any confusion that the new loop may be a substitute for the bicycle network proposed in the Bicycle Master Plan, clarifies that it complements the master plan network.

Staff will provide a memo and updated recommendation for the PSC to consider at the 09/25 meeting, which will include all changes and updates. Deliberation and recommendation will happen at the 09/25 PSC meeting.

N/NE Quadrant Plan and I-5 Broadway/Weidler Facilities Plan

Hearing: Steve Iwata, Karl Lisle; Mauricio LeClerc, PBOT; Andy Johnson, ODOT; Todd Juhasz, ODOT

Documents:

- [N/NE Quadrant Plan - Proposed Draft](#)
- [N/NE Quadrant and Interchange Facility Staff Memo](#)
- [N/NE Stakeholder Advisory Committee Recommendations Report](#)

- [N/NE Quadrant Amendment Memo](#)
- [Staff response to Mike Houck testimony](#)
- [Updated staff response to Mike Houck testimony](#)
- [I-5 Broadway Weidler Interchange Improvements Facility Plan](#)
- [I-5 Interchange Model](#)

Presentation: <http://efiles.portlandoregon.gov/webdrawer/rec/5148241/view/>

Steve Iwata introduced the project as a partnership for a long-range plan and project with ODOT for improvement to freeway interchange.

The Lloyd and Lower Albina district plans have not been updated since 1988, so the N/NE Quadrant is where staff started the work on Central City quadrant planning. There has been extensive development in the area including light rail, the upcoming streetcar opening and an enhanced bike network. This is a great time to update these area plans, and the I-5 freeway is central to this area. The freeway loop system review is a key component of city and regional infrastructure, but Lloyd district is a major safety issue and bottleneck to work on.

Andy Johnson, ODOT, noted this project and timing is a good chance to take a look at change and necessary improvements in the area. There has been a good partnership between the City and ODOT as well as between members of the public and other groups, and as with the transportation and land use planning being done simultaneously.

Susan: We also recognize the fundamental part of the process to look at past decisions that affect the neighborhood, especially including negative impacts on the African American community in this area.

Karl provided an overview of the two plans. The main purpose of the plan is to update the 1988 plan and address I-5/Broadway/Weidler interchange.

This was a 2 year process with 30 members on the SAC who met 19 times, had subcommittee meetings and hosted charrettes. Issues, opportunities, and concept alternatives were discussed, culminating in the preferred concept plan. The project team also partnered with Bosco-Milligan to ensure historic and heritage structures in the area were maintained and highlighted in the plan.

The scope of change that is possible is still tremendous in the Lloyd District. Most of the options are already on the books.

Much of the focus on developing the concept looked at four layers:

- Land use
- Street and development character
- Open space
- Green systems

Goals, policies and actions are described in Chapter 3. District goals, concept diagram, policies, performance targets and implementation actions are specific to the two geographies of the N/NE Quadrant.

Staff has proposed an amendment to look at the Rose Quarter Transit Center. There are some action areas in the plan to figure out how to reconfigure that area to allow redevelopment opportunities and update transit options. The amendment pulls commercial zoning into this area as well.

Mauricio LeClerc: PBOT's work provides the network to accomplish the long-term goals of this plan. There are many barriers in this quadrant; working with ODOT we have been able to do more than we would have been able to do without the integration of the two plans. There are 5 areas of the I-5 in this region to review. The plan increases connectivity throughout the N/NE Quadrant plus it enhances freeway performance, connections across freeway and provides safety updates.

The I-5 plan addresses this area of I-5, which is one of the highest crash areas; has short weaving sections; looking to improve the interface with local streets; improve bike safety and mobility; increase pedestrian connectivity; and improve the traffic bottleneck.

The SAC approved the base hybrid in January of this year; in March it approved elements south of Broadway; and in May it approved elements of the plan north of Broadway.

Some key benefits of the project include

- More reliability (important to freight)
- Shoulder allow disabled vehicles out of mainline of traffic
- Seismic upgrades to affected bridges
- Projected 30-35% reduction in crashes
- Improved bike and pedestrian facilities; route choices for different types of riders
- More connectivity

Next steps

- Adopt plan (Portland City Council and Oregon Transportation Commission)
- Near term safety improvements @ Broadway/Weidler
- Proceed with preliminary engineering and design coordination issues (outreach, neighborhood traffic calming; egress plan to be refined with Rose Garden and City)

SAC members Lloyd Linley and Tracy Whalen spoke briefly about the group's 3 major achievements: clear recommendations to balance the quadrant; a productive partnership between City and ODOT; and the creation of planning and the public involvement model that can be used for next three quadrants. Citizens gave time and created ownership to make the plan effective. Staff was instrumental in their coordination, and SAC members were dedicated. The SAC hopes the PSC will support the Design and Landmarks commissions as they review applications and work within the more robust Central City and single-family, residential neighborhoods. The SAC recommends that the PSC accept ODOT Facilities Plan and draft N/NE Quadrant package. Support intermediate action to seek funding most pressing safety concerns as identified.

Testimony:

- Jim Howell, Association of Oregon Rail and Transportation Advocates: Urges a no-build plan for I-5. It is overpriced and goes against the city's work on decreasing pollution. It requires massive demolition and will be a huge disruption to neighborhoods.
- Ron Swaten: This is basically a good plan from urban planning, including the I-5 expansion. Lids can serve as a model for what can be done in other quadrants as an example of reclaiming of property and consolidating access to I-5. Regarding equity, the plan is pushing values of property up for some, pushing rents up for some, and has an adverse affect on less wealthy areas.
- Paul Cathcart, PPS: The SAC and staff work are reflected in plan. PPS is largely supportive of the N/NEQ and I-5 plan and implications for its property (Blanchard site) in the quadrant. There are concerns about local street improvements north of Broadway (NE Hancock with N Dixon), and there still needs to be operational and safety

considerations.

- Eric Lovell, Lower Albina business property owner and SAC member: Supports the recommendation, which is a reasonable middle line between extreme ideas that were traded and coordinated. There isn't a better process from what the SAC experienced, and there was near consensus on most votes. There are still access issues in the neighborhood - changes in configurations on bridges have helped alleviate, but there has been a set-back lately with the closure of Wheeler. This plan and the new crossing at Hancock can help that.
- Betsy Reese: owner of Paramount Apartments, and affordable housing complex. There are tenants who have not participated who likely will oppose parts of the plan. More outreach to tenants who are affected directly should be done versus their coming in at the end. There is a known hazard for bicyclist outside the building; the partial closer of Wheeler as a stop-gap is ok though it's not part of this plan, but we need to continue planning and back it up with action. At least 5 elements of the plan can be done without rebuilding of freeway structures that should be done.
- Lee Pearlman: The Hancock overpass could bring significant traffic through the residential area. This won't reconnect the neighborhood, and this is an area that needs protection. Access is a major problem in Lower Albina.
- Allen Rudwick: There were 70 plans at the beginning of this project. Solutions that reduced amount of traffic on I-5 through the area were discarded. People support a plan for connectivity, but most of that could be done without \$400M for the freeway, but that was not considered. This is still an opportunity to provide a public benefit to stimulate development in the area. This is a great next area for development in the city. Mostly supportive of the project.

Testimony Received:

- Mark Pomeroy
- Mike Houck
- Sarah Huggins, Portland Parks & Recreation
- Douglas Allen

Chair Baugh closed public testimony.

Deliberation and recommendation will happen at the 09/25 PSC meeting.

Adjourn

Chair Baugh adjourned the meeting at 4:05pm.