

PURB Recommendation to the PSC

On Comprehensive Plan Policies

The Citywide Systems Plan and the Transportation Systems Plan

BES is proposing a capital improvement program that over the next 10 years will of necessity result in substantial yearly sewer rate increases throughout the period. A large part of that program involves projects intended to improve the sewer collection systems. These projects are needed to assure system functioning and private property protection in large part due to the impact that storm water from developed properties has on the sewer system. They needed are regardless of whether or not there was any growth or redevelopment in the city. However because a substantial portion of the storm water load originates on the current city streets their redevelopment with green infrastructure will most likely work to reduce the costs associated with this portion of the BES capital improvement program. Not surprisingly, the cost of every new project or street improvement project proposed by PBOT in the TSP will be impacted by costs associated with storm water management.

In the CSO areas of the City, "green infrastructure" most likely will work to reduce the costs associated with the "Maintenance and Reliability" projects described in the Citywide System Plan. That appears to have been the result in the "Tabor to the River" project area, where substantial use of the public right of way was made for such installations. It should be remembered that each of the areas proposed for these BES projects have differing conditions which may result in differing benefits from green infrastructure installations. It should also be understood the this portion of BES's CIP is intended to be responsive to METRO's 2040 plan and variations from that plan in the location as well as density of development will probably increase the costs of these program unless other measures are taken to address those costs. Concurrent project development following coordinated storm water planning may to be one such measure.

BES's capital improvement program in the West Hills MS4 storm sewer areas is struggling to adequately respond to the area's current developed character let alone its continued growth or redevelopment. Because of substantial variations in the character of the storm water infrastructure requirements imposed over time on the development of properties in the West Hills the area has to be described as lacking complete storm water systems. One portion of the area has recently been evaluated and it was found that more than 20% of its streets and parcels lack approvable access to a storm water conveyance system. This historic lack of an adequate storm water systems and legal constraints on restricting the use of existing properties means that BES's CIP program in this area - the Inflow and Infiltration program (required by DEQ to prevent the discharge of raw sewage into the environment) is compelled to serve homes that discharge storm water into the sanitary system. Because of costs associated with having the Washington County (Clean Water Services) sewer system accept the large volume of sewage such a combination of flows creates BES chose to build an expensive pump station and a pressure line to return this effluent to the City's treatment plants. To date this system has be plagued with technical problems illustrating quite well the problems associated with pursuing solely a technological or grey solution to the challenge of storm water management. A nearby needed transportation project was blocked because it had to rely on

Submitted by - John T. Gibbon, Westside PURB Rep.  
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onsite “green infrastructure” to manage its storm water and this approach rendered it too costly. Again concurrent transportation project and storm water project development following coordinated storm water planning appears to be appropriate response to the challenges this area faces.

Outer East Portland’s storm water issues relate to the Johnson Creek watershed, an MS4 area, and UIC areas that drain primarily into the Columbia Slough. In this area of the City there is clearly conflict between the desire for the use of land for economic development versus its use for an environmental benefit. It appears possible that many of these disputed lands are often impacted by the storm water systems functioning within the hydrological cycle. The question presented is if the systems used for the management of storm water are, by altering groundwater levels or displacing other uses, impacting certain areas that might be useful for economic development what are the equity implications of providing this environmental benefit to the City at the cost of an areas potential economic development? An honest response to this dilemma appears to require concurrent project development following coordinated storm water and transportation planning.

PURB recommends as part of its update of its comprehensive plan the City needs to clearly state that it has a policy favoring storm water and transportation project **concurrency**. Such a policy requires coordinated planning of city storm water management and transportation improvement projects. The recently released PBOT- BES Coordination Charter appears to be an excellent step in this direction but it needs to be enhanced by clear policy direction that this approach is and will, without explicit changes to the comprehensive plan language, remain the City’s policy.

A review of the Citywide Systems Plan and the Transportation Systems Plan presented as part of the Comprehensive Plan process has to leave any astute observer concerned regarding the costs associated with meeting the capital demands of the major programs envisioned by both the Bureau of Environmental Services and the Bureau of Transportation. Portland’s citizens and ratepayers need as absolute as possible an assurance that wherever transportation and storm water needs can in some manner be addressed concurrently to produce substantial costs savings to the programs they will be, adopting comprehensive plan policies requiring this and coordinated BES and PBOT planning is needed in order to provide such an assurance.



## MEMORANDUM

Date: March 11, 2015

To: Portland Planning and Sustainability Commission

From: Portland Parks Board

RE: Comprehensive Plan Update Recommendation

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**THE PORTLAND PARKS BOARD RESPECTFULLY SUBMITS THE FOLLOWING RECOMMENDATIONS ON UPDATES TO THE COMPREHENSIVE PLAN:**

In February 2014, the Portland Parks Board submitted comments to the Portland Bureau of Planning and Sustainability (BPS) on the Working Draft Comprehensive Plan, Part 1 (policies) and draft Citywide Systems Plan (capital improvement plan). Last July, members of the Parks Board met with BPS and Parks Bureau staff to review the Board's comments and how they have been responded to in the Proposed 2035 Comprehensive Plan Update. Bureau staff developed a detailed 'crosswalk' memo indicating where/how the Board's comments have been addressed.

At its March 4, 2015 meeting, the Parks Board voted unanimously to submit the following comments on the Proposed 2035 Comprehensive Plan Update:

1. We acknowledge the efforts of the staff of both the Bureau of Parks and Recreation and of the Bureau of Planning and Sustainability to respond to the Board's 2/14 comments and believe that the issues raised by the Parks Board in its February 2014 comments on the Working Draft Plan.
2. We express general support for the parks, recreation and natural areas space elements of the Proposed 2035 Comprehensive Plan and specifically reiterate support for Proposed Plan goals and policies to protect and enhance parks, recreation facilities, open spaces and urban natural resources and to increase their equitable distribution across the City. This support extends to the concept of establishing habitat corridors that connect important open spaces and natural areas.
3. We express concern and opposition in principle to the concept of converting one limited resource (open spaces and natural areas) to another use (industrial lands). This includes specific opposition to converting the Columbia Slough golf courses to industrial lands and support for consideration of alternative land use scenarios that do not include West Hayden Island as part of the industrial lands inventory.
4. We support a strategy of investment in green infrastructure that prioritizes neighborhoods with poor access to parks, natural areas, or with limited tree canopy.
5. We endorse comments previously submitted by the Urban Forestry Commission that promote improving, protecting and restoring Portland's urban forests.

Portland Planning and Sustainability Commission Public Hearing

Date: 2-24-2015 ✓  
 Name: John T. Gibbon (Please print legibly)  
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 Address: 9822 SW Quail Post Rd.  
 City: POX Zip: 97219 Phone: 503-708-6708  
 Email Address and/or Fax No.: jtgorygun@aol.com  
 What agenda item do you wish to comment on? TSP - Policy  
 Site Address, if different from above: N/A-

Portland Planning and Sustainability Commission Public Hearing

Date: 2/24/15 ✓  
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 City: Portland Zip: 97221 Phone: 503 545 2429  
 Email Address and/or Fax No.: \_\_\_\_\_  
 What agenda item do you wish to comment on? SW Hamilton St + SW Shattuck Rd  
 Site Address, if different from above: \_\_\_\_\_



**WE RESPOND**

*Always Ready*

*Always There*

# **PORTLAND FIRE & RESCUE**

**Deputy Chief, Special Operations**

55 SW Ash Street, Portland, Oregon 97204-3590

(503) 823-3930, Fax (503) 823-3710

[www.portlandonline.com/fire](http://www.portlandonline.com/fire)

**Date: January 23, 2015**

**To: Planning and Sustainability Commission**

**From: Merrill Gonterman**

**Subject: 2035 Comprehensive Plan**

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The Comprehensive Plan update provides a rare opportunity to guide future development and investments in Portland. Toward the goal of protecting and enhance the health and safety of all Portlanders, Portland Fire & Rescue offers the following comments and suggestions:

1. The draft Citywide Systems Plan should clarify that the need for more fire and rescue stations or other facilities/equipment will be affected by the impacts of growth on emergency “response time” and “response reliability”. These factors reflect geography, call volume, and other drivers. As population and development density increase, increased call volumes, traffic and congestion on emergency response routes will increase response time and reduce response reliability.
2. Where Comprehensive Plan documents refer to “fire stations”, please change to “Fire & Rescue stations”. This change reflects correct terminology and more accurate description of PF&R’s role and functions.
3. Clarify that while Station 21 is new, it was staffed by closing Station 23. So as one hole was filled another opened up.
4. Please signal that PF&R will likely need to vacate the Gideon facility near the new MAX station and will be needing to find another site. A 3.5 acre site will be needed to replace the functions of emergency apparatus maintenance, logistics, prevention, and a training annex. The location of PF&R’s training center at SE 122<sup>nd</sup> requires an hour of travel. This is time during which PF&R cannot provide emergency services. A Training annex should be located in a more central site, preferably on the east side.
5. PF&R appreciates the Comp Plan land use map proposal that would reduce potential future development in wildfire and landslide prone areas with steep slopes, and narrow, windy roads with limited ingress or egress

options. In most of these proposed down-designation areas, average response times are quite a bit longer than in many other parts of the city. This is due to many factors, but especially terrain, road design, condition and connectivity, and distance to fire stations. In such areas emergency vehicle access and evacuations are often challenging. Our experience is that additional development, particularly the addition of individual homes or small land divisions increase congestion and demand for emergency service without significant improvements in street connectivity, width, or load bearing capacity. This can increase response time and ultimately response reliability.

6. It is critical that the City establish goals and policies to address the tank farms along the Willamette River in the Linnton area. These facilities pose multiple hazard risks that would be triggered by earthquake, flooding, fire, explosion, or transportation-related accidents. The Comp Plan should include goals and policies to effectively address public safety issues for these facilities by 2035.

Thank you for considering these comments. Please let me know if Portland Fire & Rescue can provide additional information that would help support the Comprehensive Plan update. My staff and I look forward to continued collaboration as the project proceeds toward completion.



# CITY OF PORTLAND

## OFFICE OF MANAGEMENT AND FINANCE

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### MEMORANDUM

Date: November 17, 2014

To: Planning and Sustainability Commission

From: Betsy Ames, Senior Policy Analyst *Betsy Ames*  
Susan Hartnett, Spectator Facilities and Development Manager  
Erik Olson, Assistant Program Specialist

CC: Eric Engstrom and Michelle Kunec-North, Bureau of Planning and Sustainability

Subject: Office of Management and Finance Testimony on Proposed Draft of Comprehensive Plan

The Policy Team of the Office of Management and Finance (OMF) is pleased to provide testimony in support of the 2035 Comprehensive Plan and Citywide Systems Plan. Members of the Policy Team, in collaboration with a number of other OMF bureaus and divisions, provided feedback and proposed revisions to earlier drafts, and appreciate that many of our suggestions and edits were considered and incorporated by BPS staff in developing the Proposed Draft of the Comprehensive Plan Goals and Policies as well as the Proposed Draft Citywide Systems Plan.

We were pleased to have been involved in the development of the Comprehensive Plan, and applaud the exhaustive, far-reaching and forward-thinking efforts put forth by the Bureau of Planning and Sustainability to bring the document to fruition. The Comp Plan will play an integral role in Portland's future, and will continue to guide the city towards innovative, equitable, and resilient land use practices.

#### Comprehensive Plan Goals and Policies

We are writing today to support the Goals and Policies of the Comprehensive Plan Update Proposed Draft.

OMF staff provided feedback earlier this year on the internal review draft of the document, focusing on Chapter 1: The Plan and Guiding Principles, Chapter 2: Community Involvement, Chapter 3: Urban Form, and Chapter 8: Public Facilities and Services. We are appreciative that so many of our comments and edits have been incorporated into this recent draft. We would like to support a number of specific changes that were made and offer a few suggestions for additional amendments for consideration by the Planning and Sustainability Commission.

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*To help ensure equal access to programs, services and activities, the Office of Management & Finance will reasonably modify policies/procedures and provide auxiliary aids/services to persons with disabilities upon request.*



### *Scope and applicability to land use decision-making*

We particularly support the changes made to the Public Facilities policies and related policies throughout the document that clearly define the scope and applicability of the goals and policies. These include the following changes (as detailed by Michelle Kunec-North, BPS in a memo dated July 14, 2014):

- Deleting policies to ensure programmatic, operational, and financial decisions were not unintentionally turned into “land use decisions” subject to land use appeal.
- Amending “public facilities” to “public facilities necessary to serve designated land uses” in multiple policies.
- Adding “Provide adequate public facilities to ....” as clarifying language in several policies to clearly tie them to the provision of public facilities and narrow land use application.
- Added language similar to “... through land use decisions and public facility investments” to tie the policy to decisions subject to the Comprehensive Plan.

From a City management perspective, these changes were important to provide clarity about how these policies will be used in the future – primarily in support of land use decision making and for long term planning for the City’s public facility systems.

BPS staff also made important changes to clarify the applicability of the goals and policies in Chapter 2: Community Involvement. We are supportive of those changes. We also want to assure the Planning and Sustainability Commission and the community that appropriately limiting the scope of the Comprehensive Plan to land use decision-making does not in any way limit the City’s commitment to community involvement and consideration of community impacts in other contexts, nor does it limit the City’s commitment to transparency and accountability.

Recently, OMF has been working with Council offices and bureaus to improve and streamline the “Impact Statement for Requested Council Action”. We are hopeful that this will provide the Council and the community with better and more accessible information about both the financial and budgetary impacts as well as the community impacts of all ordinances, resolutions and reports considered by the City Council.

Bureaus, when implementing capital improvement projects and addressing other infrastructure needs in the community, involve and inform affected neighbors and neighborhoods. Increasingly, more information is being made available online and bureaus are using technology advances to provide more “real-time” information. The City is committed to increasing access for people with disabilities and limited English proficiency. The City Council recently moved the Title II/Title VI ADA and Civil Rights program to the Office of Equity and Human Rights to enhance its ability to advocate for greater accessibility and involvement.

City employees and agencies use multiple strategies to involve and inform the community about potential actions. While Chapter 2 applies to land use decision-making, the City as a whole will learn from and benefit from the data collected, the analysis performed, and the engagement methods and guidance developed in support of these goals and policies.

There are a couple of references in Chapter 2 that could be further clarified to avoid confusion about the applicability of these policies and goals in the future. These include Goals 2E and 2F



which still refer to a broad set of decision-making processes (and could be modified to include “related to land use decisions”) as well as references in Policies 2.14, 2.31, and 2.32 to “individual land use and infrastructure decisions” or “land use and infrastructure projects” which could inadvertently be implied to apply to individual decisions related to the City’s infrastructure that would not otherwise be subject to land use requirements. For example, public involvement in the development and adoption of the Public Facilities Plan and capital improvement plans for the City’s sewer and stormwater infrastructure is necessary and appropriate. Specific decisions regarding repair, replacement, and enhancement of sewer and stormwater facilities should be made by technical experts consistent with the broader plans and adopted budgets.

As written in 2.14, the language seems to require additional review by the Community Involvement Committee “before, during, and at the conclusion of” processes related to individual decisions implementing these plans, as well as other infrastructure decisions including repair and maintenance activities. Language in 2.31 and 2.32 could imply that these same projects also be subject to land use notification and participation requirements. While public notification and involvement may be appropriate, these projects and processes should not be subject to land use regulations and requirements. Minor clarifications to the language of these policies could prevent confusion in the future.

### *Surplus Real Property*

The Facilities Division of OMF’s Bureau of Internal Business Services has been working with the City Attorney’s office and the City’s property owning bureaus to develop a new, consolidated Administrative Rule regarding the disposition of Surplus Real Property. There are Oregon Revised Statutes, City Charter provisions, and some bureau and accounting policies that currently govern sale and disposal of surplus real property. Bureaus have agreed that a comprehensive Administrative Rule, applicable to all City bureaus, is appropriate to provide guidance to bureaus and a commonly understood process for interested parties.

This Administrative Rule will include, among other requirements, how a real property is deemed “surplus” or “excess” by the bureau wishing to explore the disposition of real property, requirements and timelines for offering the real property to other City bureaus for consideration, notification and posting requirements to alert neighbors and community organizations, and procedures for City Council consideration of disposition at a public hearing, with four votes required to declare the property to be surplus and authorized for sale. These are procedures and processes that are appropriately governed as administrative, not land use, actions.

There is one reference to “acquisition of surplus properties” in the Proposed Draft Comprehensive Plan – Policy 8.74. Policies 8.72 and 8.73 provide the criteria by which Portland Parks and Recreation (PP&R) evaluates opportunities to acquire and develop parkland and recreational facilities, consistent with the purpose of the Comprehensive Plan and state land use requirements. We would recommend removing “Policy 8.74 Acquisition of surplus properties” from the Comprehensive Plan to be clear that PP&R’s future decisions to acquire or not to acquire surplus real properties are not subject to land use requirements and therefore not subject to potential land use appeals.

### Citywide Systems Plan – Other Essential Facilities and Systems

OMF worked closely with Bureau of Planning and Sustainability staff to draft the “Other Essential Facilities & Systems” chapter of the Citywide Systems Plan. While not a required component under state law, including Civic Facilities & Assets, Technology Systems, and Emergency Response in the Citywide Systems Plan provides a more complete picture of the City’s public assets and reflects the significant investments in facilities and systems that support the delivery of urban services in Portland.

The Portland Police Bureau, Portland Fire and Rescue, OMF-Bureau of Internal Business Services’ Facilities and City Fleet divisions, Portland Bureau of Emergency Management, OMF-Chief Administrative Officer’s Office Public Safety Systems Revitalization Project and Spectator Facilities programs, and OMF-Bureau of Technology Services were all included in the development of this chapter, providing a comprehensive overview of these facilities and systems.

We request one small change to this chapter: Please include, as with Chapter 9. Portland Parks & Recreation, a notation in the page footer that this chapter is “*Not required by ORS 197*”.

In closing

Thank you for the opportunity to provide both content to and feedback on the Proposed Draft Comprehensive Plan and Citywide Systems Plan. These documents present an exciting opportunity to shape future development, address historical inequity, and ensure that Portland remains a prosperous, educated, healthy, equitable, and resilient city.

The City’s commitment to accountability, transparency, community involvement and sustainability remains strong. We appreciate your consideration of our suggested changes to the Comprehensive Plan Goals and Policies and the Citywide Systems Plan. From the perspective of City managers, charged with implementing multiple goals, policies and objectives on behalf of the City Council and Portland residents, businesses and taxpayers, ensuring that the scope and applicability of the Comprehensive Plan goals and policies is focused on land use decisions and not ancillary City decisions, especially those related to financing, budgeting, operations and maintenance, is essential.

Portland Planning and Sustainability Commission Public Hearing

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Date: 11/14/14 ✓  
 Name: Linda Sanchez (Please print legibly)  
 Authorized Spokesperson representing: \_\_\_\_\_ (if applicable)  
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 City: Portland Zip: 97220 Phone: 503 880-7223  
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 What agenda item do you wish to comment on? #645 on NE 112th  
 Site Address, if different from above: properties at 1353, 1409 & 1421 NE 112

Portland Planning and Sustainability Commission Public Hearing

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Date: 11-4-2014 ✓  
 Name: John Gibbon (Please print legibly)  
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 What agenda item do you wish to comment on? - LSP - ESP  
 Site Address, if different from above: -

Portland Planning and Sustainability Commission Public Hearing

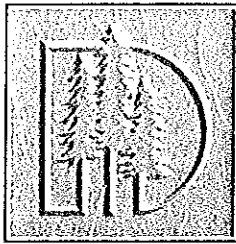
23

Date: 10/14/2014  
 Name: DON GROTTING (Please print legibly)  
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 Address: 12123 SE Lexington  
 City: Portland Zip: 97266 Phone: 503-308-0170  
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 What agenda item do you wish to comment on? David Douglas Zoning & Comp Plan  
 Site Address, if different from above: \_\_\_\_\_

Portland Planning and Sustainability Commission Public Hearing

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Date: OCT 14, 2014  
 Name: FRIEDA CHRISTOPHER (Please print legibly)  
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 City: \_\_\_\_\_ Zip: 97233 Phone: 254-6369  
 Email Address and/or Fax No.: frieda.fc@comcast.net  
 What agenda item do you wish to comment on? Comp Plan, zoning  
 Site Address, if different from above: \_\_\_\_\_



## David Douglas School District

Don Grotting, Superintendent  
1500 SE 130th • Portland, Oregon • 97233-1719  
(503) 252-2900 • Fax (503) 256-5218

October 3, 2014

Planning and Sustainability Commission  
1900 SW 4<sup>th</sup> Ave Room 7100  
Portland, Oregon 97201

Re: Draft Comprehensive Plan input from David Douglas School District: 1) need for articulation of the student population projected effects of proposed zoning changes; and 2) commercial zoning need in the Gateway Regional Center

Dear Commissioners,

David Douglas School District (DDSD) is comprised of 12 square miles in East Portland. Currently the district has 9 elementary schools, 3 middle schools and one high school. DDSD is currently at capacity in all its schools. David Douglas High School is the largest in the state with over 3,000 students. In the 1996, the Outer Southeast Community Plan was adopted and included a goal to increase density in East Portland. During this period 1996 - 2014, David Douglas School District has grown from 7,260 to 10,823.

- 1) DDSD recently completed its facility planning study. Current zoning targets DDSD with for growth of another 6,000 students within the next 20 years. Based on the facility study, this could result in the need for 2 elementary, 2 K-8 schools, and one additional high school. Within the DDSD boundaries, there currently is not adequate land available to accommodate the additional facilities, nor does the District have the bonding capacity to fund the additional schools needed to accommodate the current projected growth. The Facility Planning committee is continuing to review options to handle the future growth in the district.

Bob Glascock, with the City Bureau of Planning and Sustainability, participated in the facility planning process and indicated that the Comprehensive Plan Update includes zoning change recommendations that will reduce the student growth projection in the DDSD. Our review of the Comprehensive Plan map app indicates a reduction in density in selected areas in our district.

As of today we have not been informed of the projected effect of these changes on DDSD student population over the next 20 years. **We request a briefing, so that DDSD may provide informed input to the Comprehensive Plan Draft in a timely manner.**

Visit our web page: [www.ddouglas.k12.or.us](http://www.ddouglas.k12.or.us) E-mail: [David\\_Douglas@ddouglas.k12.or.us](mailto:David_Douglas@ddouglas.k12.or.us)

School Board

Bryce Anderson • Frieda Christopher • Donn Gardner • Christine Larsen • Shannon Raybold • Kyle Riggs • Ghoyel Scaccelli Ancher

Ord. 187831, Vol. 2.3.C, page 6243

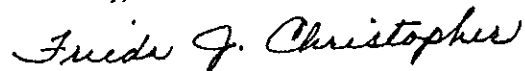
- 2) Our perception at this time is that, as a school district that is predominately residential, there should be an additional reduction in high density zoning and an increase in commercial zoning to increase the potential for jobs for our residents and reduce the projected student population growth. The Comprehensive Plan does not indicate any zoning changes from residential to commercial in the Gateway Regional Center. The area between NE Pacific and Glisan, is currently zoned with the highest density (RXd). **This area would be ideal as a commercial hub in our district and should allow for greater employment opportunity rather than the currently zoned high density designation that allows for housing.**
- 3) East Portland Action Plan (EPAP) has recommended that the State law (ORS 195.110) be referenced in the Comprehensive Plan, with written explanation of how the City plans to integrate and implement the accommodation of the city's population growth in partnership with schools capacity. EPAP has requested that policies directed to enhanced coordination between the City and all School Districts be elevated in importance in the Comprehensive Plan, with a clearly-articulated integration of city zoning, assumptions of growth in the different geographies of the city, locations and current/future capacity of schools, all equitably distributed throughout the city.

**The Draft Plan is not now reflecting this inclusion. We would like assurance that this is integrated.**

Due to our current capacity issues, it is imperative that DDS D capacity issues be addressed in the Citywide Systems Plan and Comprehensive Plan in a fully informed and articulated manner. DDS D and the EPAP have worked to be constructive partners with the City in making this happen and we are committed to further working together to see that the essential issues outlined above are addressed in the planning that will affect the future growth in our district.

Please contact David Douglas School District Communications Specialist Dan McCue to respond to the above matters seeking your consideration and communication. He can be reached at 503-261-8229, or at [dan\\_mccue@ddouglas.k12.or.us](mailto:dan_mccue@ddouglas.k12.or.us).

Sincerely,



Frieda Christopher  
Board Chair

CC: Susan Anderson, Director  
Bureau of Planning and Sustainability

**Index of Verbal Testimony to PSC on Citywide Systems Plan**

<b><u>No.</u></b>	<b><u>Item</u></b>	<b><u>Date</u></b>	<b><u>Link</u></b>	<b><u>Time</u></b>
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<u>2</u>	John Gibbon	11/4/14		05:08
3	Frieda Christopher	10/14/14	<a href="https://www.youtube.com/watch?v=VwJJIZuPI4&amp;feature=youtu.be">https://www.youtube.com/watch?v=VwJJIZuPI4&amp;feature=youtu.be</a>	01:39