

Portland Planning and Sustainability Commission

August 27, 2019

5 p.m.

Meeting Minutes

Commissioners Present: Ben Bortolazzo, Mike Houck, Katie Larsell, Akasha Lawrence Spence, Oriana Magnera, Daisy Quiñonez, Steph Routh, Katherine Schultz, Chris Smith, Eli Spevak

Commissioners Absent: Jeff Bachrach

City Staff Presenting: Sandra Wood, Andrea Durbin, Joe Zehnder, Bill Cunningham, Morgan Tracy

Chair Schultz called the meeting to order at 5:00 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Director's Report

Andrea Durbin

- As follow up from the PSC retreat, the subgroup of commissioners who wanted to meet to look at how the PSC can be more accessible will convene starting in January. We will also have a conversation later in September about the budget advisory process and how to integrate the PSC.
 - *Chair Schultz:* I did get some outreach from Claire, the Chair of the CIC. I shared some historical information about that connection and let her know about this PSC group as well.
- The Portland Housing Bureau (PHB) appreciated the PSC's letter on Inclusionary Housing (IH), and as they put together their scoping plan, they will come back to the PSC for input. There likely will not be another committee for this work.
- Due to the number of commissioners who are unavailable to attend the September 10 meeting, we are canceling it and rescheduling the equity training. We are hoping to do have that on September 17 if commissioners are available. Julie will send an inquiry/reminder tomorrow to see if that date can work for PSC members.

Items of Interest from Commissioners

- *Commissioner Larsell:* The East Portland Action Plan (EPAP) annual picnic is tomorrow, and everyone is invited. Also, I was invited to be part of the Stand with the City Coalition before the potential riots from the other weekend, and I was honored to be a part of that.

Consent Agenda

- Consideration of Minutes from the August 13, 2019 PSC meeting.

Commissioner Smith moved to approve consent agenda. *Commissioner Houck* seconded.

(Y9 – Bortolazzo, Houck, Larsell, Lawrence Spence, Magnera, Quiñonez, Schultz, Smith, Spevak)

PSC Bylaws

Work Session: Sandra Wood

The Bylaws are about how the PSC works together and how staff works with the Commission. The set of proposed amendments has to do with the work the Office of Community and Civic Life is doing to help standardize boards and commissions Citywide. This is to strengthen transparency and accountability across all City-organized boards and commissions as per a Council Resolution in 2017.

The initial PSC bylaws were from 2011, shortly after the PSC was formed. Most of the proposed amendments are straight forward as shown in the [marked-up document](#).

Sandra walked through the amendments.

Commissioner Spevak: Is there a way to have leeway in the vacancies section about keeping applications from recent recruitments?

- Sandra: Yes, we do keep these on file for two years. Because they applied and were vetted among other applicants, they are considered part of the recruitment process that is noted.

Chair Schultz: For the length of terms, for commissioners who fill a vacancy then are appointed for a 4-year term, does the partial term add to the number of years they can serve?

- Sandra: The code says “a maximum of two full terms”, so there could be additional years if they start with a partial term.
- *Commissioner Spevak*: There is precedent for Council extending terms, too.
 - Sandra: Yes, we’ve had some lengthened terms due to new Commissioner-in-Charge and for long-term projects such as the Portland Plan. But this is definitely an exception.
 - *Commissioner Smith*: It is my impression that because the language comes from an Ordinance, Council can supersede the language in our bylaws.
 - Sandra: Yes, but this is codified language.

Sandra: We can clarify the language about two 4-year terms in a legislative project if the Commission wants.

The section about Subgroups has the most substantive changes. We were trying to differentiate between formal subcommittees (as stated in code) and work groups.

Commissioner Smith: About the Executive Committee issue, I don’t see anything in the language that said this group could act on behalf of the Commission.

- Sandra: Correct. By deleting the Executive Committee language and adding E4c (preparatory meetings), we thought we accomplished this.

Commissioner Smith: Who is the initiating authority? We have officer meetings facilitated by staff, but they (and the topics we discuss) are often initiated by the officers. This language assigns the direction from the Director. Can the authority come from the PSC officers?

Chair Schultz: The Executive Committee language seems fine to me as-is in the current Bylaws.

Commissioner Smith: You could add language to the Executive Committee section about how it is not a formal subcommittee.

Commissioner Spevak: I support that solution. I wonder when there is an update to the Zoning Code if we can then update the language about subcommittees.

Commissioner Houck: My impression is a lot of good pre-work is done with the executive committee before projects come to the full Commission, and we shouldn't lose that.

The PSC would like to keep the Executive Committee section with clarifying that this is not a subcommittee. Adding the work groups provision is good.

Commissioner Magnera: Why are we calling out using Robert's Rules of Order? There may be opportunity when we engage more with community may be unproductive in terms of changing the way we do business. I don't want to lock us into it by naming it.

Sandra: The current bylaws use Robert's Rules, and that's what we use. This is specifically noted for decision-making.

Chair Schultz: My only concern is that it does help to understand how we'll move through things. If you take this out, we're going to have to layout the rules for each other so everyone is on the same page for the meeting.

Commissioner Houck: I have been in processes where people suspend Robert's Rules, so maybe that's an option.

Commissioner Spevak: I would support using the Rules in practice but not necessarily state it in the Bylaws.

Commissioner Smith: While flexibility is useful, the strength is that when we have something procedurally complicated, it gives you a way to get through it. The other thing I like is that Robert's Rules has protections for minority viewpoints on the Commission. I would be reluctant to just put it aside and make it up.

Chair Schultz: Would it be "at the Chair's discretion" on how to move through a topic?

Commissioner Larsell: We need a process that will work for us regularly. We often use straw polls – is that covered under Robert's Rules?

Commissioner Smith: Straw polls are used for when we give guidance to staff on things they're bringing back to us.

Commissioner Lawrence Spence: It's also a matter of knowledge. If we're not all versed on it, then it's something that may not work effectively. We could have a training about the Rules so we all understand so we can make an informed decision about using them or not.

Commissioner Quiñonez: I agree with Oriana that it doesn't need to be stated in the Bylaws and thinking about White dominant culture in terms of meeting practices.

The Preparatory Meetings section is about the officers meeting ahead of each PSC meeting. If there is an amendment to the Executive Committee section, that includes this verbiage here.

Commissioner Spevak: For the public notice, if the CIC were tasked with the best way to notice the meeting. I'm curious about the newspaper requirement, as I don't think the *DJC* is the best option.

- Sandra: We can't necessarily revise this because it is State statute. We can add something to the requirement, though.

Amendments

Commissioner Smith: I move we retain D1 and renumber subsequent section. Add the sentence that the Executive Committee is not a subcommittee and does not have authority to act on the PSC's behalf. Then we can strike the section on Meeting Preparation (E4c). *Commissioner Spevak* seconded.

(Y9 – Bortolazzo, Houck, Larsell, Lawrence Spence, Magnera, Quiñonez, Schultz, Smith, Spevak)

The amendment passes.

Commissioner Magnera: I move in Section E to strike "using Robert's Rules of Order". *Commissioner Lawrence Spence* seconded.

Commissioner Bortolazzo: I like the idea of adding flexibility, but I think Robert's Rules are a good guideline. Perhaps we add "unless suspended by a majority vote."

Commissioner Magnera: I am not quite comfortable with this proposed friendly amendment.

Sandra: The times we pull out the Bylaws is when things get tense or tricky. When in a meeting would we decide to suspend the Rules? At the beginning? In the midst of the discussion?

Commissioner Spevak: There is Section I about other procedures. One idea would be to take Oriana's amendment but leave in Section I.

Commissioner Smith: If we're retaining the other Section I, then I'm comfortable with the original motion.

Commissioner Houck: I've been on the Commission at least 8 years, and I don't remember a time we've gotten into an issue about Robert's Rules. There's never been a power move. I think we leave Section I in as the fall-back.

Commissioner Magnera: I'm comfortable with this approach: remove the phrase about Robert's Rules but maintain Section I where it is stated.

(Y9 – Bortolazzo, Houck, Larsell, Lawrence Spence, Magnera, Quiñonez, Schultz, Smith, Spevak)

The amendment passes.

Commissioner Smith moved to approve the Bylaws as amended in the strike-through version and with the amendments voted on today. *Commissioner Magnera* seconded.

(Y9 – Bortolazzo, Houck, Larsell, Lawrence Spence, Magnera, Quiñonez, Schultz, Smith, Spevak)

The Bylaws are adopted with the amendments as noted. Staff will make the revisions and send to PSC members.

Housing Opportunities Initiative

Briefing: Andrea Durbin, Joe Zehnder, Morgan Tracy, Bill Cunningham

Presentation

Andrea introduced the projects and the work the PSC has already done over the past few years.

We must increase housing choices throughout our neighborhoods to provide opportunity for current and future generations to live in our growing city.

Portland is growing and its needs are changing. We are on pace to add 260,000 more people and 123,000 more households by 2035, which increases the need for more housing. We know that Portland housing stock has not kept pace with our growth, which has contributed to our housing affordability problems today.

And while our city grows, diversifies and the population ages, the needs of Portland households continue to change. And, these changes increase the need for more types of housing choices.

We need to provide more choices in the city to connect people closer to their jobs, reduce commuting times and congestion and give residents more time with their families and enjoying their lives. The purpose of the Housing Opportunity Initiative responds to these changes in a way that addresses the needs of our growth while understanding that we need to be clearer about our plans and strategies to keep people and businesses in place and maintain the vibrancy of our neighborhoods.

All Portlanders are concerned about affordability. When we began work on these projects in 2015, Portland had a growing affordability problem. This trend has continued into 2019. And unless we take a hard look at what types of housing we are creating, what size, what design form and at what price, we will not be able to change this trend

We also know that we need more multi-unit housing to meet the needs of Portland residents. The multi-dwelling zones and our mixed-use corridors will see most of the growth in the city. We have long known that we need better multi-unit housing – apartments and condos – to improve conditions for the

households living there and the communities in which the buildings are located. This is the focus of Better Housing by Design (BHD) zoning changes.

We must create a range of housing options to address our city's long-term housing and that means being honest on where and who is living where. A common theme we have heard is that multi-unit housing is just for single millennials, but the truth is families and our communities are living in multifamily housing. We know that in order to meet the demands of our growing city, provide options for people to live closer in, and ensure that future generations of Portlanders can live and thrive here, we need to take advantage of our entire housing areas.

Single family dwelling makes up over 40% of the city's land. These areas can provide more housing options for residents and families, including giving communities of color more choices to stay in the city.

These changes will improve the quality of life for residents by reducing commute times, giving people access to transportation options and complete neighborhoods, be better for the climate and stop the proliferation of McMansions in our neighborhoods.

Residential Infill zoning changes to expand housing options in these areas of the city will be an important tool for the city to prepare for growth we are experience and will continue to see for years to come.

We are bringing the Residential Infill Project (RIP) and BHD together because it completes the work City Council started when we completed the Mixed-Use Zones project. RIP and BHD give the city the zoning tools to build up our middle housing stock so we can create more housing our communities can afford to live in and be near core services.

Community and civic leaders, including our PSC and City Council have raised concerns about displacement of low-income households when new development occurs. That is also an important part of this work, which we will share more about.

Joe noted the Better Housing by Design as well as Residential Infill projects, and the third component of this work, the Anti-Displacement Action Plan. The core 11 policies from the Comp Plan were brought by a large coalition of advocate under the title of Anti-Displacement PDX (ADPDX) as a concrete way to put into action the Comp Plan policies around housing insecurity and the racist history of land-development policies in Portland. These policies work to mitigate displacement and includes policy with community engagement particularly with those communities most impacted to be at the table for implementation of the anti-displacement policies.

There has also been lots of community-led work; slide 12 highlights some of this work.

The anti-displacement action plan framework includes:

- **Leadership & Action:** Create community-led Task Force to provide leadership for the implementation of Comprehensive Plan anti-displacement policies.
- **Accountability:** Build a toolkit of strategies and actions to address the root causes of displacement in Portland; develop a unified set of results-based performance metrics.
- **Coordination & Relationship-Building:** Better coordinate, and build relationships within and across City bureaus, community organizations, regional partners and philanthropic institutions to be more effective, responsive and creative.

Actions are shown on slide 14, with next steps and action highlighted on slide 16.

So this pulls in more than just code. Zoning is part of the strategy and one of the tools to address displacement, and that's what BHD and RIP bring.

Commissioner Houck: In 1994, I was with the Coalition for a Livable Future and went to Metro about inclusionary zoning. So now I'm curious about the City initiative and if Metro will be engaged.

- Joe: We are co-developing this with ADPDX and a number of partners, so I expect we'll get there.

Commissioner Larsell: What's the timeline on this?

- Joe: Everyone who's involved shares a sense of urgency. There are resource and capacity questions. City Council is absolutely expecting results. The Task Force will set the agenda. We're working on these de facto actions and strategies and discussing where the holes are in that. The goal is to get some level of this accomplished in the one year the City has funded this effort so far.

Commissioner Quiñonez: I want to hear more about the evaluation and accountability and how you plan to develop that framework.

- Joe: We're building on the work that was done with Policy Link this summer. The list of categories of actions is from that work.

Commissioner Spevak: I'm curious about the SRO project, and since that is some of the least expensive housing we might produce, does that fit under this work?

- Joe: Yes, it totally fits. And we'll continue to work on this, and it certainly doesn't preclude that in terms of what we're accountable for and tracking.

Commissioner Magnera: How much money can BPS put on the table to support community groups?

- Joe: This is a discussion with Council. And again, we're just getting started on this work.

Commissioner Magnera: You've named communities of color and front-line communities. What about specifically calling out Black and Indigenous communities?

- Joe: The equity framework does this, and we're co-creating this with the coalition.

Bill highlighted the Better Housing by Design project (multi-dwelling zones) and key outcomes the project is intended to deliver on. Housing options, bonus FAR based on priorities such as community benefits, visitable units, preservation of affordable housing, inclusionary housing, outdoor space, green elements, and other components are all important aspects of the project. The East Portland provisions address some of the unique aspects of this part of the city.

In sum, BHD is to create more and better housing options for more Portlanders to live close to services, with design that supports active living and connected communities.

Commissioner Lawrence Spence: When we talk about the availability of affordable housing and who can qualify for it and 60% MFI, are we including debt-to-income ratio? Preservation of housing is also contingent on the amenities around the housing, so that ability to stay in the home is another aspect.

- Bill: Affordable in terms of housing costs is to be no more than 30% of income. PHB is working on this. But affordability is defined this way. We know the Zoning Code changes won't fix all the issues, so that's part of this broader HOI initiative.

Chair Schultz: As we've been pushing for IH follow-up from PHB, I think we need to think about how we evaluate whether our incentives are working.

- Joe: This is part of the accountability process.

Commissioner Houck: Affordable housing or parks is usually the question, so I'm happy to see you've built in access to nature into BHD.

Morgan introduced RIP, particularly in context to the overall HOI. He focused on the key proposals of RIP (slide 30).

Morgan walked through the proposal (slides 31-38). Overall, RIP aims to provide more units and less expensive units with an increased diversity of housing types that reduces redevelopment and displacement pressure.

Morgan also provided an update about State legislation that is impacting RIP, HB 2001 (slide 41) and SB 534 (slide 42). RIP goes farther and beyond the bills, but we know we still have work to do in future projects, addressing two zones that were not part of the current RIP recommendations.

Commissioner Quiñonez: What's a platted lot?

- Morgan: Surveyors would develop and record a plat map that would allow developers to sell smaller units of land. Today there are zoning rules and land division processes that must be followed.

Commissioner Spevak: On the map, you use single-dwelling zone. I'm hopeful our City Attorney's office can allow us to change the name of the zone easily. With both code updates, I hope City Council is asking about what we can do to avoid displacement. Look at how much yellow there is... and maybe consider more blue closer in to the central city core.

Commissioner Smith: We asked the question about R7 and R10. If we zoned more densely, we'd need more infrastructure, but now the legislature is telling us we need to do this zoning. Are they funding?

- Morgan: This was about R20 and R10 zones. There are exclusions built in about natural resources, so we can exclude areas in e-zones like we did for our z-constraints overlay. But there isn't a similar option for not having adequate infrastructure, at least for the duplexes requirements. The infrastructure bureaus are evaluating this now.

Commissioner Houck: Are you only considering p-zones or c-zones as well for the exclusions?

- Morgan: The NRI includes p, c, and more area actually.

Joe: We are also evaluating displacement risk (slide 43) and the implications based on which properties are likely to redevelop; who is affected; and if the impact is greater than current zoning. There is a sweet spot for the work and changes. He then showed the impacts of each project individually (BHD slides 44-45; RIP slides 46-47).

Commissioner Magnera: In working with Habitat and PCRI and other developers, is this enough to develop a 6-plex?

- Joe: We're working with these groups, and we believe it is from what we've done so far.

Commissioner Quiñonez: Why is Council doing BHD before RIP?

- Joe: The sequencing is a strategic move for context and the whole picture. This is also the blessing of the Anti-displacement Action Plan. So we think it's beneficial to move it forward this way. And now we have a State mandate to do RIP, so we know that will happen.

Commissioner Quiñonez: In terms of the displacement risk analysis, I think we can set a great precedent to do these analyses. Moving forward, if it's possible, I'd love to see the two analyses combined (two major projects). I would also like to talk about commercial displacement, like in the 82nd Ave Study and work.

Commissioner Larsell: There are 4 new ideas about anti-displacement for RIP. Are these going directly to Council?

- Joe: Council has what the PSC recommended. They can amend that recommendation of course. The other ones are not code responsibility, so there is different negotiation for example, to get more funding for this work. We are working on them as much as we can; they are for sure part of the task force work since they apply broadly, not just to these two projects.

Commissioner Houck: You went over the wealth-creation point, and the surest way to wealth-creation is homeownership. This is an important part of the work.

- Joe: The Anti-displacement task force is so important to this work and the notion we should put some of our housing funds to this. We have to step back and look at the relative expenditure, and I think the action plan will work to help make that decision.

Commissioner Bortolazzo: One of the goals on results-based performance metrics is key, particularly early on in the process and adjusting them as we go along.

Adjourn

Chair Schultz adjourned the meeting at 7:09 p.m.