

Portland Planning and Sustainability Commission

August 10, 2021

12:30 p.m.

Meeting Minutes

PSC Commissioners Present: Jeff Bachrach, Jessica Gittemeier, Katie Larsell, Oriana Magnera, Valeria McWilliams, Steph Routh, Gabe Sheoships, Eli Spevak, Erica Thompson

City Staff Presenting: Eric Engstrom, Joan Fredrickson, Hanna Osman, Andrea Durbin, Jonna Papaefthimiou (PBEM)

Guests Presenting: Beth Gilden (ISS)

Documents and Presentations for today's meeting

Chair Spevak called the meeting to order at 12:31 p.m.

Chair Spevak: In keeping with the Oregon Public Meetings law, Statutory land use hearing requirements, and Title 33 of the Portland City Code, the Portland Planning and Sustainability Commission is holding this meeting virtually.

- All members of the PSC are attending remotely, and the City has made several avenues available for the public to watch the broadcast of this meeting.
- The PSC is taking these steps as a result of the COVID-19 pandemic and the need to limit in-person contact and promote social distancing. The pandemic is an emergency that threatens the public health, safety and welfare which requires us to meet remotely by electronic communications.
- Thank you all for your patience, humor, flexibility and understanding as we manage through this difficult situation to do the City's business.

Items of Interest from Commissioners

Commissioner Routh: I just want to mention the IPCC report that was just released and point out that it was stark and that it is very much related to our work.

Commissioner McWilliams: I want to declare that my role on the PSC is as an individual and I do not represent my employer, Metro.

Director's Report

Director Andrea Durbin presented the report.

- We are setting up an Urban Renewal 101 for PSC Commissioners on September 8. There are two sessions, so please let Julie know which session you want to attend.

- Engstrom and Sandra Wood, Principal Planners, have stepped into the role of Chief Planner on an interim basis and are sharing those duties while we recruit Joe's replacement.

Consent Agenda

Consideration of Minutes from the July 27, 2021, PSC meeting

Commissioner Thompson moved to adopt the minutes and *Commissioner McWilliams* seconded the motion. The motion passed unanimously.

West Portland Town Center Briefing

Eric Engstrom, Joan Fredrickson, Hanna Osman

Disclosures:

- *Commissioner Sheoships*: I wanted to declare that I've had some discussions outside of the PSC related to this project and that I live in and work in West Portland Park.
- *Commissioner Magnera*: I sit on the TAC for the SW Equity Coalition (SWEC) as part of my job and I've done some advisory work on this project.

Presentation

Background: This is a plan for a town center

- What is a town center?
 - A place type found in the Metro 2040 Regional Planning Framework.
 - Examples: St. Johns or Lents
 - There are several types of centers. A town center is intended to be at a scale that is larger than a neighborhood center but not to the scale of Downtown or Gateway Regional Center.
- Why this plan now?
 - To deliver for the East African and Arab Muslim community, who have been energized through the SW Equity Coalition (SWEC).
 - Fair housing/equitable growth burdens
 - Model a new approach to equitable growth

Eric Engstrom: We had originally planned a panel discussion today with members of SWEC, but that is being moved back until the hearings.

Commissioner Magnera: I believe that some of the SWEC members are here and would like a chance to speak.

- Vision for a Growing Multi-Cultural Community
 - Compared to the rest of SW Portland, West Portland Park (WPP) is much more diverse

- Fair share of growth: This is the only town center that hasn't had a targeted planning project. This will ensure that the zoning accommodates a fair share of growth.
- There is a history of racial exclusion in SW Portland
- Where we are in the process:
 - This effort started in the Spring of 2019 with a focus on people and discussions with the community.
 - In the fall of 2020, we released the Discussion Draft
 - We have just published the Proposed Draft
 - In this we are focusing in on the place and the crossroads area, coming up with urban design scenarios with the community.

Two Visions: Strong People and Strong Communities

Strong People: Community-Based Priorities - A new approach for equitable outcomes, which starts with a BIPOC-led community vision

- Priorities: we used a community development approach to identify priorities with our community partners. Partners were motivated by the plan and health equity strategies were developed.
 - Multi-cultural center
 - Culturally specific businesses
 - New affordable housing for refugees and asylees
 - Walkability and transit access
 - Transit
 - Ownership
 - Healthy homes
 - Rent stability
- SW Equitable Housing Strategy – work that preceded this as part of the SW Corridor Project set targets for the area in the event of a new transit corridor. We are still using those targets.
- Parks Planning – an important aspect of the plan since the area is a park-deficient. One thing to consider is that affordable housing can reduce funding for parks over what can be raised by market-based housing.

Strong Place: Coupling the strong community to a great place with equitable access

- Vision for Growth: Articulated by the growth concept (see linked presentation).
 - Not just growth along the corridors but beyond those corridors with a mix of uses valuable to the community:
 - Small- and medium-scale multidwelling housing
 - Commercial and mixed-use areas along the main Barbur Corridor
 - Targeted employment use areas between Barbur and the freeway
- Value capture in mixed use areas
 - Mixed-use areas are not upzoned, but bonuses provide generous development capacity and height in exchange for public benefits such as:

- affordable housing
 - affordable commercial space
 - community space
 - outdoor space
 - Multicultural hub at the crossroads
 - Supporting retention of low-cost apartments
 - Transit-center opportunity site
- “Cap and transfer” for anti-displacement
 - Limit FAR based on existing development
 - If a developer offers affordable housing, they can get up to 50% more FAR.
 - If a property owner retains 100% of affordable housing, they can transfer the available development rights to another site.
- Comp Plan/Zoning Map Amendments:
 - Expansion of mixed-use areas
 - Creation of employment areas
 - Expansion of multidwelling housing
 - Phased zoning – coordinated infrastructure and zoning plan
 - Some areas will be rezoned with the adoption of this plan.
 - Some areas will have the Comp Plan designation changed at the time of adoption, but the zoning will remain the same until the later phase.
 - There are infrastructure deficiencies in the phase two areas. This will allow time for the infrastructure needs and proposed zone changes to be aligned.
 - Expanding the Neighborhood Contact Requirement with OCCL so that the SWEC will also be receiving notice in addition to the neighborhood associations.
- Character Statement: This is both a recommendation and a requirement of the DOZA project. The character statements are intended to supplement the newly adopted Citywide Design Guidelines by articulating an area’s history and the future and local character as it relates to community, architecture, urban design, and nature.
- West Portland Town Center Character Statement:
 - The project team brought specific questions about the WPTC character statement to an open house in March.
 - What we heard was a desire for future development to serve and support the area’s multicultural community, to reduce auto-centric conditions, improve access, and respond to the area’s unique geography
 - The Design Commission will be the body to make a final recommendation on the character statement.
 - Character Statement:
Rich in parks, open spaces, and civic amenities, development should thoughtfully respond to the area’s multicultural community, varied topographic and auto-centric conditions to create a better connected, accessible, and healthier district.
- Transportation Vision (see linked presentation)
 - Corridor investments

- Greenscapes
- New Collins main street
- Green Ring
- I-5 pedestrian crossings
- Transportation Implementation Process
 - Area plan -> Citywide TSP -> 5-year capital plan -> Implementation
- Future of Barbur?
 - With the failure of the bond for the SW Corridor transit project, the future of that is not clear in terms of timing and scope.
 - There are a number of potential changes e.g., high-capacity changes or I-5 tolling impacts.
 - City is pushing ODOT to identify interim crossroads solutions (similar to the approach on the 82nd).

Commissioner Routh: Is there discussion of jurisdictional transfer of Barbur?

Engstrom: That was part of the discussion with the SW Corridor Project, but there is no discussion of that at this time. That said, 82nd provides a precedent of how a jurisdictional transfer can happen outside of a larger, transformational project.

- Commission Deliberation Sequence:
 - August 10, briefing
 - September 14, hearing
 - September 28, hearing (jointly with Design Commission)
 - October 26, work session
 - November 9, work session/recommendation
- Next Steps after PSC Recommendation
 1. TSP update
 2. ODOT dialogs RE: Barbur strategy
 3. Discussion of tools to find growth-related infrastructure (ongoing)
 4. City Council Adoption (Spring 2022)

Community Members from SWEC: Mohanad Alnajjar and Terri Preeg-Riggsby

Terri Preeg-Riggsby: I am here on behalf of my colleague Mohamed Bahamadi, the founder and Executive Director of HAKI, a community organization for East African Immigrants. We both sit on the SWEC, which is a coalition of a broad group of community members and organizations with a similar vision for how we want to see this area grow and develop. We aim to bring a diversity of opinions and experiences together to develop a plan that can be implemented.

Anti-displacement is at the core of our concerns about the future of this area. We want to ensure the preservation of naturally occurring affordable market rate housing as well as new affordable housing. We also need to see more safe routes for pedestrians and cyclists in the community. There is also a lot of excitement in the community for a multicultural center to bring

people of different backgrounds together and as a place of cultural preservation and supportive services.

Mohanad Alnajjar: I'm the SWEC community organizer for Unite Oregon. I'd like to reiterate much of what Terri said about SWEC. The idea is to center racial equity in the work, which means to provide tools and resources to people of different needs at the appropriate level. I appreciate that BPS recognized in their presentation that there are differing cultural groups in the area. We are here to reiterate the need for this plan and the community's priorities around affordable housing and anti-displacement. SWEC really wants to make sure that any plan does not lose site of the vision of the community in the future.

Discussion

Commissioner Gittemeier: I'm a student at Lewis and Clark and I wonder if there has been any attempt to engage students?

Joan Fredrickson: The WPTC project has been part of a long project involving the SW Corridor, and during that process there was outreach to PCC Sylvania students, but students are a hard group to reach. We are open to finding more ways to engage them.

Commissioner Larsell: For the affordable housing incentives, how long will the requirement for affordable housing last?

Engstrom: For the bonuses, they will be tied to the City's Inclusionary Housing requirements, which I believe are generally 99 years.

Commissioner Larsell: Thanks for explaining how the transportation projects proposed on the plan relate to the TSP. Does adoption of this plan mean that those projects would automatically be added to the TSP?

Engstrom: This plan can help identify projects for the TSP, but there is no guarantee that they will be placed on the TSP for future implementation.

Commissioner Larsell: As a heads up to community groups, you've got to keep an eye on these types of projects to make sure they do end up on the TSP.

Commissioner Magnera: To Cassie - How are culturally specific needs being incorporated into the character statement?

Cassie Ballew: We worked hard to make sure that is something that has been addressed with the Character Statement. With the statement, we recognize the existing population of immigrants as a key component of the area, we have a background section where we talk about the history of the area and its role as a home to East African immigrant communities. There are also resources available for developers to learn more about the history of the area. Also, guidelines speak to a need to reflect the multicultural and multigenerational makeup of the area, including the use of

multilingual signage, encouraging designs that speak to the multicultural vernacular of the areas. One that is more tailored speaks to including water features in design as a nod to Islamic Gardens and public spaces with often include water features.

Commissioner Magnera: To Mohanad and Terri – How do you think the PSC as a body can best forward the needs and values of the community through this plan and how we can especially use the lens of racial justice to forward that?

Preeg-Riggsby: We have a unique opportunity with SWEC, and we are having difficult conversations, and I would like for the PSC to continue to seek input from SWEC.

Alnajjar: I want to come back to the reason why our coalition exists, which is to ensure racial equity is centered in the redevelopment of the SW Corridor. We also made a decision for the executive members to be BIPOC community members. There is also a community development work group that meets bi-weekly to discuss the new development proposals. We will be bringing some of these people to the PSC and will be a better opportunity for the PSC to engage with the community directly.

Commissioner Thompson: I want to clarify where the responsibility lies to move these projects forward- does it lie with other agencies?

Engstrom: To some degree, yes, since many of the projects fall within the purview of PBOT or other infrastructure bureaus. There are a couple of decision-making points in the process, the first of which BPS is involved with – deciding which projects to add to the TSP or CSP. Later, a decision is made when that project should be implemented on a 5-year or annual basis and that falls within the purview of the infrastructure bureaus.

Commissioner Thompson: I want to also clarify that the reference to existing affordable housing in the cap and trade proposal is for existing market-rate housing?

Engstrom: Generally, we are talking about market-rate housing that happens to fall within the parameters of what is affordable.

Commissioner Thompson: I am a little concerned and would like to see how some of the affordable housing thresholds are calibrated as we move forward.

Engstrom: Another factor to take into account is that just because we zone an area for something, doesn't necessarily equate to projects that can pencil for developers. This town center doesn't currently have the infrastructure to really incent the private market to want to invest in the area and it's really those infrastructure investments that can turn the dial so that the market wants to invest in a place.

Commissioner Spevak: With the cap and transfer proposal, are we opening ourselves up to takings claims by limiting what they some property owners can do under the current entitlements or are we offering them new entitlements beyond what they can already do?

Engstrom: I'm sure that we are going to hear testimony to that effect, but we've tried to address that by including transfer opportunities. In doing so, we've protected value but in some cases reduced the onsite development capacity.

Commissioner Spevak: Regarding the phasing proposal, when the infrastructure is installed in the phase two areas, will the City automatically upzone those areas, or will it be incumbent on the property owners to do so? My second question is about the neighborhood contact parity, which I like, but would there also be parity in terms of free appeals and other benefits that are available to NA's? It seems like you're opening the door to that parity and I'm curious if the idea of extending it further came up.

Engstrom: To your first question, we have not made that decision yet and you could weigh in on what you think the right decision would be. The second question is something of a can of worms that falls under the purview of OCCL that I don't know the answer to yet.

Commissioner McWilliams: How are you going to be involving the City's Anti-Displacement Task Force (ADTF) with this project? Also, with the affordable housing discussion, is there a possibility to use the Portland Housing Bond and the Metro Bond to create more affordable housing in this area?

Engstrom: A lot of this work predates the ADTF, but there is a lot of overlap with the community groups that are on SWEC and ADTF, so we are doing this work with them. As for the possibility for using bond money in this area, it depends on receipt of project applications in the area, of which there are some.

Commissioner Bachrach: I'm wondering if the zoning map plan has been scaled back in recognition of the fact that there is no longer a near-term prospect for a billion-dollar transit project along Barbur?

Engstrom: Yes, there has been some scaling back and a pivot with more focus on the city-streets adjacent to Barbur. Also, we've recalibrated some of the infrastructure investments and have been working with the SWEC to review and have accountability with that.

Commissioner Bachrach: What about the housing regulation portion? Has it been scaled back?

Engstrom: The basic approach is still the same.

Commissioner Sheoships: I think it's great that we're working on this and looking at changes in the community, but one concern I have is about the existing market-rate affordable housing and

how nimble the City can be once those infrastructure investments take place to support the housing needs?

Commissioner Routh: I'm looking forward to future conversations with ODOT, PBOT, and Metro about the project on Barbur, jurisdictional transfer, and achieving our multimodal and climate targets.

Commissioner Spevak: Thanks to staff and community. I will continue this matter until the September 14 hearing.

Portland Mitigation Action Plan Update

Jonna Papaefthimiou (PBEM) and Beth Gilden (ISS)

Jonna and Beth presented the Mitigation Action Plan (MAP) Update, and to talk more broadly about resilience work. PBEM is working on the MAP update through a partnership with the Institute for Sustainable Solutions (IAA) and a grant from FEMA.

- What is mitigation?
 - The work we do before a disaster to reduce or eliminate long-term risk to human life and property from hazards.
- The MAP: Meets the FEMA requirements for a Natural Hazard Mitigation Plan.
 - It is Portland's plan that focuses on what we can do to plan for and mitigate for future disasters
- What's included?
 - A description of Portland and the risk from natural hazards
 - Update to the 2016 plan
 - A description of the risks from each hazard
 - Mitigation Action Strategy: what we are doing to mitigate the risk
- The planning process is just as important as the plan as an opportunity for coordination, collaboration, and outreach to the community.
- What's New?
 - No major development changes
 - New experiences with natural hazard e.g., wildfires
 - Planning during COVID
 - Updated goals
- Approach
 - Iterative work, with each piece moving at the same time
 - Three areas of focus with different teams addressing them: Risk Assessment Team, Planning Team, and the Community Engagement Team overseen by a Steering Committee
- Engagement: Each team has different stakeholders and goals for engagement
 - Planning Team: partners, stakeholders, communities of interest with a focus on public info
 - Risk Assessment: works with stakeholders who have technical expertise

- Community Engagement Team: works with existing PBEM networks (JVIC), reporting on past PBEM community engagement efforts, and direct outreach
- Steering Committee: Members work within their respective bureaus with colleagues and leadership.
- Natural Hazards:
 - Earthquake
 - Flooding and Dam Failure
 - Landslides
 - Wildfires and Smoke
 - Extreme Heat
 - Winter Storms (Snow, Ice, Cold)
 - Drought
 - Volcanos
 - Windstorms
- Example Mitigation Project – Earthquake: In the plan we review a potential disaster such as a Cascadia Earthquake, impacts, and mitigation projects e.g., planning for emergency response routes
- Questions for PSC:
 - What projects and priorities would you like to see in the plan?
 - How can we make the plan a living document?

Discussion

Durbin: I know the Biden administration has put out funding for hazard mitigation and I'm wondering if that is an opportunity for Portland in that to help implement this plan.

Jonna Papaefthimiou: Yes, that is a great opportunity for projects to be funded. In order to apply for funding, the projects must be part of a broader strategy and be identified in the plan, so yes that's happening through the MAP process. One problem is that the funding requires a 25% match, so for cash-strapped bureaus that's an issue. One thing I'm hoping to work with BPS about is whether PCEF funding can be used for that match.

Commissioner Magnera: I'm curious how you're using culturally-specific engagement practices in this work? It seems that there are some issues in Cully with the NET Program and language barriers....

Papaefthimiou: Actually, that's not true anymore. We got very involved in Cully after the Cully fire and they've become something of our poster child for culturally-specific engagement and we now have a Spanish-speaking NET team.

Commissioner Magnera: This is a written plan and I'm wondering how this works to be culturally sensitive, for example for communities that have an oral tradition.

Papaefthimiou: The plan document itself is a dry piece of reading material, but the planning process is a vehicle for us to work in the community. Our experience has been that often the community's concerns don't always match up with what FEMA wants, so the plan can be used to dialogue about those concerns.

Commissioner Larsell: I just wanted to raise the issue of air conditioning and the need for access to that – I guess we just need more trees. Is that in the plan? Also, is there something in the plan that shows how long a project has been on the books – how long have you been trying to do a certain project.

Papaefthimiou: I couldn't agree with you more that we need more trees! And we are thinking about the air conditioning. And we do have a section of the plan that calls out how long projects have been in the plan. Part of the problem is that it is an aspirational plan with more projects than we'll ever actually get done. And we are working on an air conditioner program hopefully using PCEF dollars that will be rolled out for next summer.

Chair Spevak: Does the plan look at these hazards in concert with other problems, such as human-caused disasters? An example would be a heat event and the electrical grid going down simultaneously.

Papaefthimiou: Yes, it does. We look at the electrical grid. Or, for example, we're asking why air pollution isn't a disaster. So, we try to stretch the FEMA funding we have to address human-caused disasters where we can.

Commissioner Routh: There's so much to talk about here. I read through your 2016 plan and one thing that stood out to me as a problem was "silo-ing" between bureaus. An example is with Tri-Met and other agencies and Metro during the recent heat wave. I'd love to see support for CBO's and mutual aid organizations or groups that don't have capacity really organize.

Beth Gildin: A couple of things that I've heard were addressed in a later part of my presentation that I didn't get to. One thing that jumps out is around silo-ing and collaboration – one of things that we've identified as an obstacle to resiliency is a lack of collaboration and coordination between bureaus and agencies.

Durbin: To follow up on Jonna's point about PCEF, we are working with the PCEF Board about providing air conditioners to the most vulnerable. We are still looking at that with the Board, but we know that this isn't enough money, so I want to put a call out there for other groups to help.

Commissioner McWilliams: I hope that you can come back. There's a lot more to talk about and I want to dive in deeper to the work you're doing on resiliency.

Chief Planner Recruitment

Director Andrea Durbin

Durbin: As you all know, Joe Zehnder retired after 24 years with the City and we are starting a national recruitment process for his replacement. We are reaching out to people across the City, staff, community partners., and you as the PSC to gather input on what qualities are important to have in a new Chief Planner. I have three questions that I will ask of you, and we can discuss.

1. What Challenges are unique to Portland that the next Chief Planner should know about?
 - Portland's unique form of governments (e.g., the bureaus and commissioner system) and a lot of silo-ing.
 - Not unique to Portland but to Oregon, the State has a lot of involvement in the land use system.
 - Someone who understands the racism that's embedded in Oregon's and Portland's history and how that shapes the situation today. Portland is often seen as a very progressive City, but there is still a lot of entrenched conservatism especially around racial justice. I think it's important to have someone that can manage that dynamic.

2. What are the unique opportunities that the next Chief Planner should know about?
 - One opportunity is Portland's work to reshape land use and zoning, which has been an entrenched apparatus designed to keep the affluent. Portland has done some work to address that injustice and I think that there is public and institutional support for changing that system.
 - We've laid some of the groundwork for addressing injustice, though we have yet to see a lot of real changes. The ideal planner would be able to build on that and to build the capacity in the community.
 - It may be necessary to look nationally to find the person with the right skills and lived experience to fill the job, but if there's an opportunity to find someone here that already has relationships in the community, that would be great as well.
 - I think one challenge is that BPS is short-staffed to get all of the work done and can still recognize that there is a need for staff work-life balance.
 - One challenge is about retaining BIPOC staff and there should be an interview question that addresses that.

3. What are the skill sets/experiences that are most critical for our next Chief Planner?
 - A visionary and someone who shares the progressive mindset of our community.
 - Someone who values working closely with community and can collaborate and help build trust.
 - Someone who has experience embedding racial equity into planning work.
 - Someone who can help with a plan to retain BIPOC staff and create an environment that makes them want to stay.
 - I would expect that it will be challenging to find a person of color to fill the role since there are so few BIPOC planners out there, but certainly something to consider.
 - Someone that can see the value of plans that bring the community together to plan for the place they live.

- Someone that has the skills of a traditional planner, but also has lived experience and skills working with CBO's and has a proven track record of building relationships and building trust in the community.
- While there is something to be said for finding someone local, however, there is a diverse talent pool beyond Portland.

Adjourn

Commissioner Spevak: Adjourned the meeting at 3:06.

Submitted by JP McNeil