



CITY OF  
**PORTLAND, OREGON**

**OFFICIAL  
MINUTES**

REGULAR MEETING OF THE COUNCIL OF THE CITY OF PORTLAND,  
OREGON WAS HELD THIS 28TH DAY OF MAY, 1997 AT 9:30 A.M.

THOSE PRESENT WERE: Mayor Katz, Presiding; Commissioners Francesconi,  
Hales, Kafoury and Sten, 5.

OFFICERS IN ATTENDANCE: Cay Kershner, Clerk of the Council; Ben  
Walters, Deputy City Attorney; and Martin Cavinaw, Sergeant at Arms.

On a Y-5 roll call, the Consent Agenda was adopted as follows:

**CONSENT AGENDA - NO DISCUSSION**

- 760** Accept bid of Berning Construction, Inc. for Progress Downs sidewalk improvements for \$74,425 (Purchasing Report - Rebid 26)
- Disposition:** Accepted; prepare contract.
- 761** Accept bid of Consolidated Supply Co. for furnishing brass service fittings for \$78,167 annually for two years (Purchasing Report - Bid 83A)
- Disposition:** Accepted; prepare contract.
- 762** Accept bid of Hessel Tractor for one articulated loader for \$148,419 (Purchasing Report - Bid 183)
- Disposition:** Accepted; prepare contract.
- 763** Accept bid of Leed Electric, Inc. for Skidmore area ornamental street lighting project for \$317,984 (Purchasing Report - Bid 185)
- Disposition:** Accepted; prepare contract.
- 764** Reject both bids for NE 92nd Drive and NE Marx Drive sanitary sewer extension (Purchasing Report - Bid 186)
- Disposition:** Accepted.

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**765** Accept bid of C.M. Emeis & Co. for restroom renovations at Creston and Lents Parks for \$73,220 (Purchasing Report - Bid 188)

**Disposition:** Accepted; prepare contract.

**766** Accept bid of Electrical Construction Co. dba Linnco Electric Co. for installation of school zone beacons at twenty locations for \$62,070 (Purchasing Report - Bid 193)

**Disposition:** Accepted; prepare contract.

**767** Accept bid of Oregon Pacific Corporation for janitorial services at the Columbia Blvd. Wastewater Treatment Plant for a total annual amount of \$35,904 (Purchasing Report - Bid 200A)

**Disposition:** Accepted; prepare contract.

**Mayor Vera Katz**

**768** Recommend organizations eligible to participate in the City's 1997 Charitable Campaign (Resolution)

**Disposition:** Resolution No. 35614. (Y-5)

**\*769** Apply for a \$5,000 grant from the Oregon Department of Transportation for traffic enforcement of I-5 area (Ordinance)

**Disposition:** Ordinance No. 171197. (Y-5)

**\*770** Intergovernmental agreement with Tri-County Metropolitan Transportation District, City of Portland and the City of Gresham for police services (Ordinance)

**Disposition:** Ordinance No. 17198. (Y-5)

**\*771** Apply for a maximum \$150,000 grant from the U.S. Department of Justice, Bureau of Justice Assistance, to assist special needs populations (Ordinance)

**Disposition:** Ordinance No. 17199. (Y-5)

**\*772** Amend the Fire and Police Disability, Retirement and Death Benefit Plan so that the Plan will retain its tax-qualified status (Ordinance)

**Disposition:** Ordinance No. 171200. (Y-5)

**Commissioner Jim Francesconi**

**\*773** Modify contract with Chris Michael DiLoreto Architects for design of the North Precinct (St. Johns) Police Station (Ordinance; amend Contract No. 29497)

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**Disposition:** Ordinance No. 171201. (Y-5)

- \*774 Authorize contract with Patrick B. Kelly, Consulting Engineer, to provide engineering services required for the stabilization and repair of landslides in Lower Macleay Park (Ordinance)

**Disposition:** Ordinance No. 171202. (Y-5)

**Commissioner Charlie Hales**

- 775 Set hearing date, 9:30 a.m., Wednesday, June 25, 1997, to vacate a portion of NW Reed Street east of NW 21st Avenue (Report; Petition; C-9928)

**Disposition:** Adopted.

- 776 Accept contract with Paul Brothers for Waterfront Park improvements as substantially complete, authorize final payment and release retainage (Report; Contract No. 30380)

**Disposition:** Accepted.

- 777 Accept completion of Normandale Park restroom renovation, make final payment and release retainage (Report; Contract No. 30469)

**Disposition:** Accepted.

- 778 Accept contract with Select Contracting for Wilshire Park renovation as substantially complete, authorize final payment and release retainage (Report; Contract No. 30501)

**Disposition:** Accepted.

- 779 Accept completion of the improvement of Neighborhood Traffic Management Project at SE 16th Ave. and Stark St.; SE 18th Ave. and Stark St.; and N Vancouver Ave. and Portland Blvd. and authorize final payment to All Concrete Specialties, Inc. (Report; Contract no. 30579)

**Disposition:** Accepted.

- \*780 Grant a ten-year property tax exemption to the Kehoe Company for new multiple-unit housing at NE 7th Avenue between NE Halsey and Clackamas Streets (Ordinance)

**Disposition:** Ordinance No. 171203. (Y-5)

- \*781** Authorize a contract and provide for payment for the renovation of Wallace Park (Ordinance)

**Disposition:** Ordinance No. 171204. (Y-5)

**Commissioner Gretchen Miller Kafoury**

- \*782** Contract with Northwest Housing Alternatives and Clackamas County Community Development for \$164,500 for the development of an adult foster care facility in Milwaukie (Ordinance)

**Disposition:** Ordinance No. 171205. (Y-5)

- \*783** Authorize a contract with Sea Western, Inc. for purchase of 131 replacement self-contained breathing apparatus for \$66,509 without advertising for bids and provide for payment (Ordinance)

**Disposition:** Ordinance No. 171206. (Y-5)

- \*784** Authorize a contract with Cairns & Brother, Inc. for purchase of two helmet-mounted thermal imaging systems for \$50,700 without advertising for bids and provide for payment (Ordinance)

**Disposition:** Ordinance No. 171207. (Y-5)

**Commissioner Erik Sten**

- 785** Authorize a contract and provide for payment for the construction of a 12-inch water main in NE 112th Avenue, an 8-inch water main in NW Pittock Avenue and NW Barnes Road and an 8-inch water main in SW Mt. Hood Lane (Ordinance)

**Disposition:** Passed to Second Reading June 4, 1997 at 9:30 a.m.

- \*786** Authorize an agreement with Black and Veatch for additional engineering services associated with the Hayden Island crossing project in an amount not to exceed \$45,000 (Ordinance)

**Disposition:** Ordinance No. 171208. (Y-5)

- \*787** Authorize contract for the Columbia Slough consolidation conduit construction segment 5: utility relocation work (Ordinance)

**Disposition:** Ordinance No. 171209. (Y-5)

- 788** Amend contract with CMI, Inc. to extend the contract time and appropriate funding for FY 97/98 (Second Reading Agenda 729; amend Contract No. 29874)

**Disposition:** Ordinance No. 171210. (Y-5)

- 789 Amend contract with CMTS to extend the contract time and appropriate funding for FY 97/98 (Second Reading Agenda 730; amend Contract No. 29875)

**Disposition:** Ordinance No. 171211. (Y-5)

- 790 Amend contract with Sverdrup Civil, Inc. to provide program management services to the Capital Improvement Program for a fourth year at a cost of \$999,981 (Second Reading Agenda 731; amend Contract No. 29404)

**Disposition:** Ordinance No. 171212. (Y-5)

- 791 Amend contract with Crane & Merseth Engineering/Surveying to extend the contract time and appropriate funding for FY 97/98 (Second Reading Agenda 732; amend Contract No. 29884)

**Disposition:** Ordinance No. 171213. (Y-5)

- 792 Amend contract with Century West Engineering Corporation to create new personnel classifications and payment provisions and appropriate funding (Second Reading Agenda 733; amend Contract No. 30561)

**Disposition:** Ordinance No. 171214. (Y-5)

**City Auditor Barbara Clark**

- 793 Transmit Certificate of Completion for the Harney Park District street and water HCD Local Improvement District (Report; C-9878)

**Disposition:** Accepted.

**REGULAR AGENDA**

- 755 **TIME CERTAIN: 9:30 AM** - Adopt the Northwest Bikeways Project to improve conditions for safe and convenient bicycling on the streets of Portland (Resolution introduced by Commissioner Hales)

**Discussion:** Commissioner Hales said this project is a significant extension of the City bikeway system, creating about 9.2 miles of additional bikeways and improving some very difficult railroad crossings. Automobile ownership is very different in this area from the rest of the City, about .89 cars per household and 3.5 percent of the residents already commute by bicycle. The project will result in a net gain of 15 parking spaces but there are winners and losers in terms of which blocks lose and which blocks gain spaces. Transportation staff will work with the Pearl District to mitigate any negative impacts from the reduction in spaces and to improve the parking situation. The project is supported by the Northwest District Association (NWDA) and the Nob Hill Business Association.

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Mayor Katz noted that in her zip code district (97209) 51 percent of the households are without cars and about 28 percent walk to work.

Roger Geller, Office of Transportation, reviewed the public process the Bureau undertook and highlighted the possible loss of parking. At this point all the differences have been settled and the project has been overwhelmingly approved by the Northwest District Association and endorsed by the Nob Hill Business Association. He described the four major components: 1) bicycle boulevards on low-traffic streets that need some improvements; 2) bicycle lanes; 3) railroad crossing improvements; and 4) improved signage. He described the effect on specific streets and said the Bureau will monitor cycling levels and report back on the results.

Mayor Katz asked if the Tanner Creek route had been taken into account.

Mr. Geller said yes, NW Flanders will not have lanes, only curb extensions.

Commissioner Francesconi asked what they had learned from the public process.

Mr. Geller said they were disappointed about the low turnout for the two open houses they held, with only a total of 88 participating.

Commissioner Francesconi asked what provisions for minimizing the conflicts between bicycles and cars had been made.

Mr. Geller said they have found that having separately striped bike lanes makes the biggest difference. They also located the bicycle boulevards on low-traffic streets to avoid conflicts.

Commissioner Francesconi said he fears mounting hostility if auto lanes become increasingly clogged.

Mr. Geller said they have heard from many motorists who appreciate having the lanes on NE Broadway project because it lessens their fears of hitting a cyclist.

Rick Browning, supported the project without further modifications. He said repeated compromises between the various factions were made but there is still a lot of neat stuff left.

Dale MacHaffie, Property Manager, ESCO Corporation, 2127 NW 26th Ave., 97209, said they are extremely concerned about the effect on truck traffic of the part of the bike project that would go between NW 24th and 27th. He said trucks travelling down Vaughn to their company are very large and said the streets in this industrial area are too busy and too narrow for bikes. He said having two bike lanes there with only two traffic lanes will not provide enough turning capacity for trucks. He said ESCO would like to work with Transportation staff to see if they can get to some accommodation for truck drivers. He said ESCO finds it a little incongruous that parking on streets takes

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away from its ability to do business, adding another burden to what it has to bear. He said he hopes there is room for some modifications on this section.

Chris Smith, NWDA Transportation Committee, said some people felt the postcard mailings from the bureau were ineffective in reaching residents of apartment houses. He said the most controversial aspect is the removal of auto lanes on 18th and 19th Avenues. He said automobile traffic will increase with development of the River District and it is hard to access Burnside from either 14th or 16th. He said those crossings should be made easier.

Karen Frost Mecey, Bicycle Transportation Alliance Executive Director, said bikers need a good network to encourage them to commute and a complete bikeway on NW 14th will be required. She said truck traffic will find they will have easier access when there is a designated route for bikers.

Alan Scott, speaking as a five-year bike commuter, said many cyclists will not venture out on the busier streets unless there are designated bike lanes, which are much safer.

Anne McLaughlin, bicycle commuter, supported the project without further modification. Striping bike lanes makes a critical difference in encouraging more people to bike.

Lewis Wardrup, Office of Transportation, said staff is willing to work further with ESCO on the design so that it will be able to accommodate truck turnings.

Commissioner Francesconi asked about other strategies that could be used to encourage bicycle commuting.

Mr. Geller said right now just under two percent commute by bikes. In addition to establishing separate bike lanes, more education and the provision of bicycle parking and end-of-trip facilities is helpful.

Commissioner Hales said other factors that deter more biking are the lack of cooperation from schools in encouraging biking and the struggle to get businesses to meet bike parking requirements. He said he will follow up on the issues regarding bicycle lanes on Vaughn Street as it is critical that it work both for circulation and as a feeder to the Northwest Industrial Sanctuary.

**Disposition:** Resolution No. 35615. (Y-5)

**\*794** Authorize the establishment of Safety Net and Targeted Severance programs (Ordinance)

**Discussion:** Janice Deardorff, Director, Bureau of Personnel, described the safety net program, which differs from the traditional layoff severance program used in the past. She said at this point they do not know the exact numbers but anticipate that about 30 employees will take advantage of it and that the cost

will be approximately \$160,000. Some individual bureaus such as Parks are reducing their management structure by offering voluntary layoffs rather than bumping employees, allowing it to retain employees who earn less money. Personnel proposes that this program be ongoing as a management tool, available to all employees. Cost of the outplacement program is expected to be approximately \$26,000 although it is not known yet how many employees will be bumped. The hiring freeze saved money and created vacancies that other employees could move into. With approval of the budget, however, the freeze should now be lifted to let bureaus hire needed people. The expanded transfer program would be kept through December, however.

David Rhys, Bureau of Personnel, said the hiring freeze is not a part of the ordinance but an action placed on bureaus by their Commissioners. Personnel will return with directives.

Ms. Deardorff said they would like to lift the freeze on May 30. While they do not know the exact savings from the freeze the Office of Finance and Administration estimates the total savings at between \$1.1 to \$1.6 million in total savings. In January they had achieved savings of \$1 million. Funding for this program will come from the set-aside from the hiring freeze.

Commissioner Francesconi asked if there was a compelling reason to lift the freeze if there were only 30 layoffs.

John Wooster, Bureau of Personnel, said each Commissioner gives his/her bureaus the ability to do hires.

Ms. Deardorff said there are positions in the new budget that are not currently filled.

Mayor Katz asked that she identify the positions that laid-off employees are interested in.

**Disposition:** Ordinance No. 171215. (Y-5)

**\*795** Authorize contract with Pathways for career transition outplacement services (Ordinance)

**Disposition:** Ordinance No. 171216. (Y-5)

**756** **TIME CERTAIN: 10:30 AM** - Presentation of the report "A History of Street Lighting in Portland, Oregon" by Catherine Sohm (Report introduced by Commissioner Hales)

**Discussion:** Commissioner Hales described the author, Mrs. Sohm, as a 40-year advocate of good street lighting.

Catherine Sohm described her involvement in street lighting, noting changes in



the way it has been funded over the years, moving from the General Fund to a special street lights levy and then back to the General Fund.

Congressman Earl Blumenauer (former City Commissioner), said Mrs. Sohm is the godmother of responsible transportation financing and her deep involvement in this issue is a great example of how citizen involvement has made this City great.

Others paying tribute to Mrs. Sohm's dedication included:

Chet Orloff, Director, Oregon History Center  
Julie Ann Kersmeyer, Mrs. Sohm's granddaughter  
Peter Hanley, Southeast community activist.

**Disposition:** Accepted. (Y-5)

**757** **TIME CERTAIN: 10:45 AM** - Declare the week of May 31-June 8, 1997 to be Great Blue Heron Week in Portland (Proclamation introduced by Mayor Katz)

**Discussion:** Mayor Katz read a proclamation declaring Great Blue Heron Week.

Commissioner Sten said 13 awards are being presented today to recognize citizen activists in helping clean up the environment.

Awards were presented to Brian Bainsen, Alice Blatt, Steve Bricker, Troy Clark, Andrew Dype, Steve Johnson, Abel Kloster, George Crull, Ann Nickel, Len Norwitz, Walt McCusky, Arnold Rochlin, George Teufer, Mike Houck, Page Knight and Jay Mower. Mr. Houck thanked students in the Open Meadow school for their help in the clean-up efforts.

**Disposition:** Placed on File.

**758** **TIME CERTAIN: 11:00 AM** - Assess benefitted property for the costs of improvements in the Westside Light Rail Underground Utilities Local Improvement District (Hearing; Previous Agenda 742; C-9853)

**Discussion:** Dan Vizzini, Auditor's Office, said this project came in a little lower than the original estimates, noting that it involved placing \$1.2 million in underground utility improvements in advance of light rail. The assessed property owners are paying only a small proportion, \$150,000. After the assessment notices were issued, the Auditor's Office received a number of remonstrances although many of the issues raised were more about the light rail project itself than about the LID. He recommended that the remonstrances be overruled.

Karen Rabiner, West Side Light Rail Project Manager, Office of Transportation, said the City is continuing to work with Tri-Met on property owner concerns

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about the overall impact of the light rail project. She noted that Tri-Met and Portland General Electric kicked in most of the \$1.2 million cost. The Office of Transportation kicked in \$50,000 in subsidies, lowering the overall assessments to property owners to about \$100,000. Complaints about cracked and broken sidewalks are being handled through Tri-Met's liability insurance program while other issues, such as noise, dust and lack of parking have been dealt with during construction. They are studying whether to move a street lighting box that interferes with one property owner's view but each issue is dealt with differently.

Mayor Katz said it is interesting to her that many people are unable to see the ultimate increased value to their properties, even though some have had problems.

Ms. Rabiner said it has been a long, three-year process and many have not caught their breath yet. She believes their attitudes will change once light rail is operating.

Commissioner Hales moved to overrule the remonstrances and accept the City Engineer's report. Hearing no objections, the Mayor so ordered.

**Disposition:** Remonstrances overruled; passed to Second Reading June 4, 1997 at 9:30 a.m.

759

Create the SW Evans Street/19th Avenue Local Improvement District (Hearing; Previous Agenda 743; C-9911)

**Discussion:** Mr. Vizzini said this district is still in the formation stage.

Lola Gailey, Office of Transportation, said Council granted a continuance of several weeks to discuss with neighbors the impact of Mr. Vizzini's recommendation that Tax Lot 91 receive a zero assessment. Staff did meet with the neighbors who asked for a larger project, extending the district to Moss Street. This was not done before because they did not have 50 percent support from property owners in the larger district but now believe there is added support to extend the project to include 19th up to Moss Street. For that reason, Transportation recommends that Council discontinue further action on the current LID. Staff will do the additional design and bring it back later this fall.

Mr. Vizzini said LIDs usually are viewed negatively but in this case as the neighbors began talking on the street corner last week they came up with a far better and more beneficial proposal. He said Transportation has a petition in hand now for a new project so they will simply move forward on that. He said all Council needs to do is stop this project now.

Commissioner Hales moved to discontinue further work on this district as proposed.

**Disposition:** Discontinued. (Y-5)

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**Mayor Vera Katz**

- \*796** Amend Section 4.44.050 of the City Code in order to update the City's Deferred Compensation Program in accordance with federal legislation (Ordinance; amend Code Section 4.44.050)

**Disposition:** Ordinance No. 171217. (Y-5)

- \*797** Amend Chapter 4.50 (Dependent Care Assistance Plan) of the City Code in order to clearly reflect the City's current practice of allowing participants under the City's dependent care assistance plan (DCAP) to use up any unused DCAP money after termination (Ordinance; amend Code Chapter 4.50)

**Disposition:** Ordinance No. 171218. (Y-5)

**Commissioner Charlie Hales**

- 798** Adopt the formation of a NE Martin Luther King Jr. Corridor Study Policy Team (NE MLK Policy Team) (Resolution)

**Disposition:** Resolution No. 35616. (Y-5)

- \* 799** Amend the Zoning Code as part of the Code Language Improvement Project (Previous Agenda 699; amend Code Title 33)

**Discussion:** Cary Pinard, Planning Bureau, said after the hearing two weeks ago, Planning staff prepared some additional amendments. The first clarifies the situation under which prior conditions of approval are no longer applicable.

Commissioner Hales noted that this addresses the Forest Height situation.

Ms. Pinard said the second amendment deletes the eaves issue that was raised earlier. The third amendment adds an emergency clause to make it effective July 1.

Commissioner Hales moved to adopt the amendments as described in Ms. Pinard's May 1 memo to Council. Commissioner Francesconi seconded and the motion passed on a roll call vote. (Y-5)

Commissioner Hales moved to add the emergency clause. Hearing no objections, the Mayor so ordered.

**Disposition:** Ordinance No. 171219 as amended. (Y-5)

- 800** Adopt amendments to the Historic Resources Protection provisions of Title 33, Planning and Zoning (Second Reading Agenda 740; amend Code Title 33)

**Disposition:** Ordinance No. 171220. (Y-5)

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**Commissioner Gretchen Miller Kafoury**

- \*801** Authorize submission of the Consolidated Plan and application for grants from the U.S. Department of Housing and Urban Development (HUD) for grants under the Community Development Block Grant (CDBG), HOME Investment Partnership (HOME), Emergency Shelter Grant (ESG) and Housing Opportunities for Persons with AIDS (HOPWA) programs for the Fiscal Year 1997-1998 (Ordinance)

**Discussion:** Wendy Cherubini, Bureau of Housing and Community Development, said this document is required to enable the City to receive about \$23 million in grants. Attached to the plan are all the activities already approved during the budget process. Issues raised in the market-needs analysis, the needs of low-income tenants and testimony from the Housing and Community Development Commission's May 7 public hearing are also included.

Commissioner Francesconi said he would like to hold an Informal on some of the issues raised in the report.

**Disposition:** Ordinance No. 171221. (Y-5)

Commissioner Sten moved to accept the four-fifths agenda. Commissioner Hales seconded and, hearing no objections, the Mayor so ordered.

**FOUR-FIFTHS AGENDA**

- 801-1** Reappoint Alan Alexander III to the Mt. Hood Cable Regulatory Commission (Report introduced by Commissioner Sten)

**Disposition:** Confirmed. (Y-5)

At 11:55 p.m., Council recessed.

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A RECESSED MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 28TH DAY OF MAY, 1997 AT 2:00 P.M.

THOSE PRESENT WERE: Mayor Katz, Presiding; Commissioners Francesconi, Hales, Kafoury and Sten, 5.

OFFICERS IN ATTENDANCE: Cay Kershner, Clerk of the Council; Ruth Spetter, Deputy City Attorney; and Officer Chuck Bolliger, Sergeant at Arms.

**Commissioner Charlie Hales**

**805** Tentatively deny appeal of Multnomah Neighborhood Association and uphold Hearings Officer's approval of application of Leonard and Carolyn Faria for a conditional use and adjustment to install a permanent, unmanned cellular broadcast facility at 4350 SW Multnomah (Findings; Previous Agenda 750; 96-01075 CU AD)

**Disposition:** Findings Adopted. (Y-5)

**\*806** Amend the Comprehensive Plan Map and change the zone of property on the west side of NW Skyline Boulevard, north of Thompson Road and south of Saltzman Road, from OS (Open Space) to R10 (Residential) (Previous Agenda 751; Findings; LUR 96-01137 CP ZC PU SU EN AD)

**Discussion:** Commissioner Hales moved to adopt the findings and noted that the accompanying ordinance had an emergency clause.

**Disposition:** Findings Adopted. Ordinance No. 171222. (Y-5)

**Commissioner Erik Sten**

**807** Prescribe the rates and charges for water and water-related services by the City of Portland during the fiscal year beginning July 1, 1997 to July 1, 1998 and fix an effective date (Second Reading Agenda 752)

**Disposition:** Ordinance No. 171223. (Y-5)

**808** Amend Title 17 of the City Code to revise sewer and drainage rates and charges in accordance with the Fiscal Year 1997-98 sewer user rate study (Second Reading Agenda 753; amend Code Chapters 17.35 and 17.36)

**Disposition:** Ordinance No. 171224. (Y-5)

- 809 Amend Title 17 of the City Code to revise residential solid waste and recycling collection rates and charges and to reduce the commercial solid waste tonnage fee charged by the Bureau of Environmental Services (Second Reading Agenda 754; amend Code Chapter 17.102)

**Disposition:** Ordinance No. 171225. (Y-5)

- 802 **TIME CERTAIN: 2:00 PM** - Adopt and implement the Bridgeton Neighborhood Plan (Ordinance introduced by Commissioner Hales)

**Discussion:** Commissioner Hales noted that the most contentious issue in the planning process has been whether Bridgeton Road should go all the way through the neighborhood now or not. The Planning Commission recommends that the street be created and improved for pedestrian and bicycle passage but not open to cars. The Office of Transportation was pushing for the immediate construction of a Bridgeton Road as a full-service street. Commissioner Hales said while he strongly favors connectivity in general, in this case he is inclined to accept the Planning Commission's recommendation. He said there is also some question about who should make the decision as to when it becomes a full-service street. Should it be made by the City Council and the Neighborhood Association or by the City Council?

Kathryn Beaumont, Senior Deputy City Attorney, said the Planning Commission recommended that the option to connect Bridgeton Road with a road system to the west be preserved for the future and that it be exercised subject to approval by the Bridgeton Neighborhood Association and the City Council. She said in her memo to Council she expressed concern about delegating the authority to do that to the Neighborhood Association as potentially it could be viewed as unlawful delegation of the Council's decision-making authority. Practically, it could also preclude the Council from make a road connection in the future that it believes is needed but the neighborhood association does not favor. She understands the Planning Commissioner's desire to give the neighborhood association a voice in such a decision but she believes sufficient avenues exist even if Council deletes the requirement that the neighborhood association approve the road connections. She recommended deleting that requirement and that Council be the sole decision-maker. Transportation staff has prepared some specific language that would explicitly provide opportunities for neighborhood input on this issue.

Ellen Ryker, Planning Bureau, said today Council is being asked to adopt by ordinance the Bridgeton Neighborhood Plan as part of the Portland Comprehensive Plan and adopt by resolution the action charts and, by ordinance, the Bridgeton Transportation Network Concept Plan. She said this contains no changes to the zoning map or the Code but identifies a vision for the neighborhood that recognizes its unique character. It will be used directly in only a few land use cases, such as conditional use applications and applications to change the Comprehensive Plan designations or zoning map. Ms. Ryker described the neighborhood, about 80 acres, which lies along the Columbia River

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on North Portland Harbor and across from Hayden Island. It is bounded on the west by I-5, on the south by Marine Drive, on the east by Columbia School and adjacent open space, the only quasi-open space that will remain at full build-out. The Bridgeton Slough is another unique feature and it and the levee are controlled by Peninsula Drainage District No. 2. There are fairly strict requirements as to what can be built on top of the levee and one issue raised by the Planning Commission was what could structurally be built there. About half the neighborhood, or 40 acres, is vacant now but with the proposed North Harbor project, 390 housing units are planned and there are several other large parcels that can be developed in the western part of the neighborhood. Bridgeton is located within the Albina Community Plan area and as a result its zoning was changed from general commercial/industrial to a mixed residential/commercial zone. This is by far one of the largest areas of mixed commercial (CM) zoning within the City and developers are beginning to take advantage of it. Right now there are about 350 residents, 100 houseboats and 11 moorages. Eighteen attached row houses were recently built and another 110 are under construction. With the 390 in the North Harbor project and others which will probably be built on the remaining undeveloped property, the magnitude of change is quite great, raising concern by neighbors about traffic and the transportation system.

Mayor Katz asked about the potential for small shops and businesses that would add to the character of the community as it grows and so that people do not have to get into their cars to shop.

Ms. Ryker said the potential is very good although right now most of the small businesses are oriented to river activities so people drive to Jantzen Beach Center to shop.

Walter Valenta, President, Bridgeton Neighborhood Association President, said North Harbor is working into their plan the provision of local services residents need so people will not have to go out of the neighborhood for day-to-day necessities.

Mayor Katz asked to what extent this community experienced flooding during the 1996 flood.

Ms. Ryker said she understands they did not experience any although it did produce a situation where the houseboats looked down on the houses instead of the other way around.

Commissioner Francesconi asked if the neighborhood accepted the row houses.

Ms. Ryker said they accepted them. As part of the Albina Community Plan, design guidelines were adopted for Marine Drive and as a result the developers and the neighbors worked quite closely on the design, which has resulted in a wide variation in architectural designs.

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Mayor Katz asked those testifying to describe how they were able to get such a variety of design.

Laurel Wentworth, Office of Transportation Planning, said the Transportation Network Concept Plan is based on three elements: the State Transportation Planning Rule; the City's Transportation Element of the Comprehensive Plan; and the Metro 2040 Framework Plan. They emphasize the need for efficient transportation systems, network connections and provision for all modes of transportation and provide for communities that support both residential and industrial uses. While Bridgeton itself is entirely mixed use, across Marine Drive there are very intensive industrial uses. Bridgeton was founded on a grid network even though it is very narrow in its design because of the dike and the landscape. That gives the City the opportunity to extend that grid as it becomes available. The goal is to provide for an overall network of streets, pathways and bicycle lanes so all modes can successfully make connections between the places people go. Today there is a consensus-built conclusion before Council. She said staff gave the Planning Commission a number of options to allow them to deal with the particularly thorny issue of connecting Bridgeton Road which right now acts to some extent as an internal collector for this particular neighborhood. In the future, as development occurs to the west, the City will have to determine whether or not Bridgeton Road should be connected in its entirety for all modes. However, right now may not be the most appropriate time to do so and that is why a wait-and-see opportunity is being allowed in this situation. Traditionally, when communities grow, the connections are made but in this case there is a particularly intensive mixed-use development at the west end of Bridgeton Road while there is mostly just residential development in the eastern portion. As those two sections begin to meet there may be a need for further connection. For now, the recommendation is that the connection to Bridgeton be provided only for emergency access vehicles and for pedestrians and bicycles. It will not be a through route for traffic. She said the timing and phasing for making transportation connections to accommodate the new development is critical and may change over time.

Ms. Wentworth summarized letters from Milton Brown and Harvey Karlin. Mr. Brown owns a sliver a property that incorporates the 40-mile loop trail and perhaps there is an opportunity for an esplanade or trail here. The Office of Transportation will allow access for all modes, whether vehicular in a limited way as well as for the 40-mile loop pedestrian and bicycle trail and emergency access. Transportation can accommodate virtually anything on the top of the dike that Mr. Brown would like to do.

Ms. Ryker addressed Mr. Karlin's concern about the CM zoning. The zoning he is referring to is what was passed during the Albina Community Plan and is not on the table now as part of the Bridgeton Neighborhood plan. She said CM zoning has been applied to all of Bridgeton, with the exception of CG along the dike itself and the Institutional/Residential zone.

Ms. Wentworth read the proposed amendment responding to Ms. Beaumont's



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memo of May 27. She suggested language stating that at a minimum the City will review the potential for the auto connection of Bridgeton Road to the west with the Bridgeton Neighborhood Association and other property owners as a part of the following actions. Those include the update of the Bridgeton Neighborhood Plan, update of the Transportation Element of the Comprehensive Plan, update of the Transportation Systems Plan, the Transportation Capital Improvement projects affecting the Bridgeton neighborhood and land-use actions in the neighborhood. In addition to those items, any individual may petition the City Council to begin a public process that would include a recommendation regarding the auto connection of Bridgeton Road to the west from the Bridgeton Neighborhood Association to the City Council. The Council would thus retain its authority in making a decision regarding a need for the auto connection and its design.

Amanda Fritz, Portland Planning Commission, said this is the most satisfying thing she has been involved in since her appointment to the Planning Commission. She described what convinced her that something different should be done here regarding connectivity. She said the neighborhood has reacted quite positively to the increase in density and a difference between 300 people and 3,000 people in such a small area is very significant. The fact that the neighborhood is enthusiastic about it should be commended and it behooves the City to look at the one transportation issue that concerns them. The Planning Commission wanted to make sure the connectivity for pedestrians was in place and the majority of the Commission also wanted to retain the future possibility of a connection. But at this time, it did not think it necessary.

Commissioner Francesconi said they are going to be sent out as missionaries across the City. He said he would like to leverage some City resources to make similar neighborhood plans happen in the future.

Ms. Fritz said this really shows that neighborhood plans are not just about zoning.

Mayor Katz asked those testifying to state why they do not object to the increased density in such a small community.

Walter Valenta, President, Bridgeton Neighborhood Association, 415 N. Bridgeton Road, No. 2, 97217, said they have been gearing up for increased density for years. It started about five years ago when someone wanted to build a big box retail store where the North Harbor is now set to go. He said before the first row house was built, many people thought it was the dumbest idea yet, but once they saw them, they thought they were great. Also, many of the people who are benefiting from increased density are the old-timers, rather than one big, bad developer who swooshed in and bought up land for a song. Individual property owners joint-ventured with developers so that the added value of the area has been passed on directly to the original land owners. It is easier to like high density if you are making some money off of it. In addition, the people who bought the row houses have become part of the community. He pointed out a

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number of innovative ideas in the plan, including allowing them to do "Woonerfs" which give pedestrians priority. Creative use of street pavements and parking requirements and narrower side streets will make the area very special. They are also working on creating a gateway into the area, some of which hinges on the Inverness Force Main project. A promenade along the North Harbor frontage could also be developed into something like a narrow version of Tom McCall Park although there are property right problems to be worked out.

Mayor Katz asked about the mixed designs for the row houses and whether that was by accident or because of the neighborhood's role.

Mr. Valenta said the entire neighborhood was designated for design review although the actual implementation has been less than consistent. Some proposals never had to go through design review and in the earlier version, if a developer was slated for both design and environmental review, he only had to go through environmental review. He said observers could probably tell which ones went through design review, followed the compatibility standards and had architects. What he found is that the more that is spent initially on design and the more the neighborhood is involved, the better the design turns out. The more variety there are in the design the better the density is and each group of town houses seems to be getting better. The one correction he would make in design review is setting it up in two phases, the first at a time when it is easy to make changes and get feedback and before the design is all done. The earlier developers get the neighborhood's feedback the better. They also encourage Planning staff to insist on variety in the facades, even if it is minor.

Matt Whitney, 415 N. Bridgeton, 97217, said there is still some opposition to row houses but it is based mostly on additional car traffic. That is why the emphasis on pedestrian access is so important and why they want to discourage auto traffic on Bridgeton Road. They badly need a light rail stop at the Expo Center and better connections to the market places on Hayden Island.

Commissioner Hales asked about pedestrian connections to Delta Park.

Matt said the North Harbor development shows a pedestrian way connecting the levee across the development to the intersection of Marine Drive and the tunnel to Delta Park. He said that is why it is so important that the connection not be for autos because the more autos there are the less willing people are to walk.

Other residents testifying in support included:

Bob Wuerth, 405 NE Bridgeton Rd., 97211

John Weigant, 429 N Bridgeton R., #B, 97217

Pamela Alegria, President, Willamette Pedestrian Coalition,  
3750 SE Henry, 97202

Pamela Ake, 112 NE Bridgeton Rd., 97217

Patty Rueter, Portland Fire Bureau

Alan Hooton, 175 NE Bridgeton Rd., #5, 97217

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Chris Christianson, 156 NE Bryn Dr., 97217

Those testifying offered additional arguments as to why Bridgeton Road is a unique situation next to the Slough and should not be connected for auto use but rather retain a pedestrian orientation. They also confirmed the non-"cookie cutter" approach that is being taken with regard to the town houses. Planning should begin now to handle the increased density and to plan for the development of the top of the dike. No auto connection should be made until the neighborhood sees a need. Because of traffic back-ups on I-5, a connection on Bridgeton Road will divert traffic off the freeway as well. Other issues raised was the need to mitigate traffic on Marine Drive and to preserve the Bridgeton Slough. Ms. Rueter of the Fire Bureau said the Fire Bureau is satisfied that they will be able to make the emergency response time as the road exists without the connection. She also noted that during the flood, traffic on the dike was restricted because the rumbling of trucks and traffic could break it down. Mr. Hooton complimented the City for the role neighborhood activism played here and called for its encouragement elsewhere in the City.

Commissioner Hales said he is inclined to accept both Planning's recommendation that the road connection not be made now and to accept Ms. Beaumont's recommendation that Council not delegate its authority. He said while he strongly supports connectivity, Bridgeton has made its case that this is a unique area and that the connection should not be made at this time. Reviewing the action charts, he would like to see the neighborhood work with Commissioner Francesconi and himself to develop a strategy to make the esplanade happen. He would hate to see that opportunity lost. A second issue is how to improve the pedestrian connection under the viaduct to Delta Park. Finally, he wants Transportation staff to work with the neighborhood on access to Marine Drive in September when half the Interstate Bridge is closed for three weeks.

Commissioner Hales moved to accept the language proposed by Laurel Wentworth in her May 28 memo and that proposed by Kathryn Beaumont in her memo, making it clear that the Council is ultimately responsible for the decision to open Bridgeton Road to auto traffic but make it clear that a collaborative process needs to occur between the City and neighborhood before that decision is taken. Commissioner Francesconi seconded.

Mayor Katz asked where that will fit.

Ms. Ryker said Objective No. 9 is the one referred to by Ms. Beaumont, so a portion of that regarding approval by the neighborhood association will be removed. Ms. Wentworth's language will basically be part of the expanded objective.

Roll was called on that amendment and it passed (Y-5).

Mayor Katz said Bridgeton has very unique qualities and Council can waffle on

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the issue of connectivity as there is no reason to take a "cookie cutter" approach with neighborhoods which have very different characters.

**Disposition:** Passed to Second Reading as amended June 4, 1997 at 2:00 p.m.

**803** Establish a Transportation Street Network Concept Plan for the Bridgeton Neighborhood (Ordinance introduced by Commissioner Hales)

**Disposition:** Passed to Second Reading June 4, 1997 at 2:00 p.m.

**804** Adopt the Implementation Action Charts of the Bridgeton Neighborhood Plan (Resolution introduced by Commissioner Hales)

**Disposition:** Continued to June 4, 1997 at 2:00 p.m.

At 3:25 p.m., Council adjourned.

BARBARA CLARK  
Auditor of the City of Portland

*Cay Kershner*

By Cay Kershner  
Clerk of the Council