

# PORTLAND, OREGON

OFFICIAL MINUTES

· A REGULAR MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 28TH DAY OF JANUARY, 1998 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; Harry Auerbach, Deputy City Attorney; and Officer Chuck Bolliger, Sergeant at Arms.

Agenda No. 81 was pulled from Consent. On a Y-5 roll call, the balance of the Consent Agenda was adopted as follows:

## CONSENT AGENDA - NO DISCUSSION

73 Cash investment balances December 11, 1997 through January 7, 1998 (Report; Treasurer)

Disposition: Placed on File.

Accept bid of M. Stearns Construction Co., Inc. for Portland Community Music Center Phase II for \$628,300 (Purchasing Report - Bid 98092)

Disposition: Accepted; prepare contract.

Accept bid of L. N. Curtis and Sons for furnishing firefighter helmets for \$68,250 annually (Purchasing Report - Bid 98094)

**Disposition:** Accepted; prepare contract.

Accept bids of Exercise Equipment Center for \$33,476 and C&J Technologies, Inc. dba the Fitness Edge for \$25,258 for exercise equipment for the East Portland Community Center (Purchasing Report - Bid 98108)

Disposition: Accepted; prepare contract.

## Mayor Vera Katz

\*77 Pay claim of Mariya Gabor (Ordinance)

Disposition: Ordinance No. 171946. (Y-5)

\*78 Pay claim of Rosa Colquitt (Ordinance)

Disposition: Ordinance No. 171947. (Y-5)

\*79 Authorize appointment of Jan Warner to the position of Assistant Financial Analyst at a rate of pay above entry (Ordinance)

**Disposition:** Ordinance No. 171948. (Y-5)

## Commissioner Jim Francesconi

Accept completion of window replacement construction at Multnomah Art Center and authorize final payment to J. T. Stephens Construction Co. (Report; Contract No. 31202)

**Disposition:** Accepted.

\*82 Contract with the lowest responsible bidder to remodel the Water Bureau on the 5th floor of the Portland Building and provide for payment (Ordinance)

Disposition: Ordinance No. 171949. (Y-5)

\*83 Solicit bids to remodel the 11th floor of the Portland Building for the Bureau of Environmental Services, enter into a contract with the most favorable bidder and provide for payment (Ordinance)

Disposition: Ordinance No. 171950. (Y-5)

\*84 Authorize a contract and provide for payment to furnish certain FY 1997-98 City vehicle requirements (Ordinance)

Disposition: Ordinance No. 171951. (Y-5)

#### Commissioner Charlie Hales

Accept contract with M. Stearns Construction Co., Inc. for St. John's Park improvements as substantially complete and authorize final payment with retainage to be released in full upon authorization of the Project Manager (Report; Contract No. 31031)

**Disposition:** Accepted.

\*86 Contract with Exercise Equipment for \$33,476 and C&J Technologies dba the Fitness Edge for \$25,258 to provide exercise and fitness equipment for the East Portland Community Center and provide for payment (Ordinance)

Disposition: Ordinance No. 171952. (Y-5)

## Commissioner Erik Sten

\*87 Contract with PowerWare, Inc. to provide programming services to develop functionality for environmental investigations and monitoring projects and enhance the Aquarius system to comply with DEQ annual reporting requirements (Ordinance)

**Disposition:** Ordinance No. 171953. (Y-5)

\*88 Authorize contract with CH2M Hill to provide instrumentation and control services for various projects at the Columbia Boulevard Wastewater Treatment Plant (Ordinance)

**Disposition:** Ordinance No. 171954. (Y-5)

## City Auditor Barbara Clark

Transmit Certificate of Completion for street and storm sewer improvements in the SW Palatine Street from SW 43rd to SW 45th Avenue Local Improvement District (Report; C-9855)

Disposition: Accepted.

90 Transmit Certificate of Completion for street and storm sewer improvements in the NE 47th Place/Sumner HCD Local Improvement District (Report; C-9923)

**Disposition:** Accepted.

\*91 Authorize appointment of Liisa Fagerlund to the position of Program Manager II - City Recorder Specialty at a rate of pay at the top of the range (Ordinance)

**Disposition:** Ordinance No. 171955. (Y-5)

## REGULAR AGENDA

\*81 Grant of \$55,000 to the Portland Saturday Market to partially fund the acquisition of new restrooms (Ordinance)

**Discussion:** Commissioner Sten thanked David Kish, Director, Bureau of General Services, for his creative financing of this project.

**Disposition:** Ordinance No. 171956. (Y-5)

70 TIME CERTAIN: 9:30 AM - Accept the background report for floodplain management in the Johnson Creek watershed (Resolution introduced by Commissioner Sten)

Discussion: Commissioner Sten said there has been a long history of flooding in Johnson Creek and it will continue. He said the work over the years has not been well-coordinated and there is much mistrust about the City's intentions. He said no vote will be taken today and he would like those testifying to address the general state of affairs now and how they view the specific changes that have been proposed. Another public hearing will be held on February 11 and Council will then consider the proposed amendments on February 18.

Commissioner Sten noted that the federal government determines the definition of a flood plain and it takes at least a year to go through the process of redefinition, which many citizens have proposed. He does not believe, however, that all the other decisions should be delayed until that time. He said Johnson Creek has suffered from 100 years of arguments from differing sides and strategies that have not worked for anyone. He said one of his major goals is to meld, not split, the views of proponents of economic development versus environmentalists. He said today's discussion will focus mainly on proposed requirements about what can and cannot be built on the flood plain. He cited two steps in the right direction BES has already taken -- the Brookside project and the willing seller program that allows the purchase of property in the five-year flood zone. In the past too much development has been allowed along the creek and, under the proposed regulations, no new development will be allowed there although a fair return to those businesses already there will be allowed. Finally, the City needs to work with the suburbs and with Metro on impacts to the Creek from outside the City.

Dean Marriott, Director, Bureau of Environmental Services, (BES) showed slides to illustrate some of the flooding problems along the Creek and described past actions that have been taken to alleviate the problem. He noted that while Johnson Creek has always flooded that is no different from any other stream except that, in this case, people moved into the flood plain. Now the City would like to halt further development there. He said Council will hear testimony from citizens who believe the 100-year flood plain area is misdrawn. He said FEMA adopted the boundary in

1980 based on computer models done in the 1970s by the Corps of Engineers. He said recent model runs suggest that the elevation should be somewhat lower but citizens should not expect major changes either way. He said the City needs to do more work before it requests the change from the Federal Emergency Management Agency (FEMA) and expects that process to take about 12 months.

Mr. Marriott said the main concern now is fill, which displaces water elsewhere. He said the City has three options. It can: 1) prohibit all additional fill; 2) propose a balanced cut-and-fill program with no exemptions; and 3) propose a balanced cut-and-fill program with some exemptions. The Bureau of Buildings prefers the third option while BES prefers the first because it is the easiest to administer, although the most restrictive. Mr. Marriott also explained the differences between the flood-risk and flood-way areas and what regulations are proposed for both.

Ivy Frances, BES, described the process used to draw the line for the flood-risk area. She said they are confident of their model, which is based on real events, not a computer model. She said limited development here is good City planning and described other programs which will limit flooding downstream. These include the Brookside project, the willing-seller program and the Boring Lava Dome environmental zoning project. She said a Johnson Creek Interjurisdictional Committee has also been formed; its first priority is coordination of stormwater standards for new development.

Tom McGuire, Planning Bureau, noted that the new regulations call for a prohibition on planned unit developments in the flood-risk area and a limit on the expansion of footprints in the flood-way area. He said the Portland Planning Commission had a split vote on the proposal to limit additional development on existing homes to fifty percent of the assessed value. It unanimously supports prohibition of building in the flood-risk area and also added a requirement to restrict impervious surface to 50 percent on all commercial and residential development.

Kermit Robinson, Bureau of Buildings, said the Bureau recommends the balanced cut-and-fill option with certain exemptions based on the practicality of enforcement and its reluctance to act as the "dirt police" in the Johnson Creek area. In response to a question from the Mayor, he said the "no fill" option is the easiest to enforce but also the hardest on property owners. He added that the Planning Commission did not review the proposed Title 24 regulations as these were not within its purview.

Rosemary Furfey, Metro, read a letter from Mike Burton regarding preparation of Metro's stream and flood protection plan, which supports balanced cut-and-fill regulations. Metro has established minimum standards while realizing that some jurisdictions may wish to exceed them.

Carl Koch, Mitigation Branch Chief, FEMA, said FEMA supports the proposed Code changes because they are sound and will move the City to a less flood-prone position.

He said it is very logical for the City to impose balanced cut-and-fill regulations as well as limiting new development and prohibiting new structures and additions. He said it makes little sense to increase the numbers of people who need rescuing when floods occur and it would be contradictory to remove properties (through the willing seller purchase program) and then allow new construction on adjacent ones. Mr. Koch added that the FEMA flooding program was never intended to solve all the problems but simply to set a minimum level for governments, many of which have set higher standards. He supported reanalyzing the Johnson Creek flood plain borders, recognizing the need for evidence to support remapping changes.

Commissioner Francesconi said he would like to know where the City has exceeded the minimum standards and also what other jurisdictions are doing.

Mike Houck, Audubon Society, supported the "no fill" in the flood plain option. He said no one has an inherent right to maximize their investment.

Amanda Fritz, Planning Commission, said the Commission supports the proposed regulations except for limiting additions to current development to 50 percent of the assessed value. She said the Commission worked very hard on where the line should be and believes it is basically in the right place. Exceptions to the balanced cut-and-fill option were not discussed by the Commission. Emergency access was a big problem and the Commission heard a lot of testimony on the use of the freeway land.

Commissioner Kafoury left the meeting at 11:15 am.

Walt Mintkeski, Chair, Johnson Creek Watershed Council, supported adoption of the balanced cut-and-fill regulation and of the Code change for the floodway area. He said the Council also supports a prohibition on new above-ground construction and extended footprints in the floodway. While they support the remapping of the flood plain, they do not want to pass Code changes until the mapping is completed. Finally, the Council would like to host an area-wide conference with all the jurisdictions involved to look at the broader picture.

Dan Gauger, Transition and Distribution Project Manager, Portland General Electric Company, discussed the effect of the proposed regulations on the Lents substation at 102nd and Foster Road. He offered new language to the balanced cut-and-fill regulations which would allow development of site-specific hydrology and hydraulics which would not result in any decrease in the flood water storage capacity of the site.

Ernie Francisco, flood plain resident, thanked Portland for its leadership in this area. He said there is a lot of underutilized land due to the flooding and these regulations will help protect existing housing stock. In response to a question from Commissioner Francesconi about development on the Moyer site, Mr. Francisco said a lot of residents are angry about the fill that has already begun here. He said more vegetation and public recreation areas are needed beyond 122nd.

Scott Miles, 6420 SE 110th Dr., 97266, said additional flooding is happening in areas around 112th, which is not included in the current proposed amendments, where major residential development is occurring, with devastating effects to his property. He said the City needs to look at a wider area and be willing to pay fair market value for some of those properties under the willing-seller program.

Gary M. Bullock, 1001 SW 5th, Suite 1500, attorney representing a number of area business owners, said the City is not paying enough attention to the effect of floods on how people travel, particularly on Foster/Sunnyside. He called for placement of a 10-foot berm along Foster to prevent flooding. He said Planning staff do not understand the unfairness created by an inaccurate flood plain map and added that it violates equal protection statutes.

Debbie Black, 14883 SE Royer Road, Clackamas, OR, asked what proof would be needed to show why a property should not be included in the flood plain.

Commissioner Sten said that will be addressed through the City's remapping study and proposed changes will be forwarded to FEMA. Regarding earlier testimony about the berm, he asked staff for a written explanation about the situation. He said some people believe the berm on the freeway lands has increased flooding elsewhere.

Michael Schiewe, 0150 SW Ridge Dr., 97219, said he owns a business here and is a willing seller although currently the program applies only to residential property.

Ms. Frances said several businesses have been interested in selling their properties and staff is reassessing how much money is left. The program did focus primarily on residential property and not those north of Foster.

Commissioner Sten said the budget for buying properties is a limited one. No intent at condemnation is implied and it is hard to say what happens to property values.

Sher Malik, 11328 SE Harold, 97266, said she resides in the flood risk area. She said recent flooding in the area is due to the very bad storm that occurred several years ago, as well as new development and overflow of the storm drainage system. She said the flooding was much worse after the storm in Lake Oswego, Oregon City and downtown Portland and yet none of those areas is being condemned.

John Rice, Lents resident, said adjacent developments are causing the increased flooding in Lents and residents of the lowland areas should not be punished as a result.

Ron Mason, U.S. Army Corps of Engineers, supported the proposals, including formation of a risk zone and the FEMA remapping. He said a holistic approach is needed and an understanding of how watersheds work and what happens upstream.

Michael Carlson, Johnson Creek Watershed Council, encouraged adoption of the proposed Code changes.

Malia McKee, Pacific Hydrogeology, Inc., 18477 S. Valley Vista Road, recommended a two-foot survey of ground elevations in the flood plain. She said there is a 26 percent difference in flow rates between the original data filed by the Corps of Engineers and the data now available. She also called for expansion of the proposal to include the whole Johnson Creek area and have each new development address stormwater runoff, which goes hand-in-hand with flood management. She said passage of the ordinances should be delayed until the mapping is completed and there is a new model for the 100-year flood plain. In the meantime, a moratorium should be passed on any new construction within the 100-year flood plain. That would stop any filling until all the data is available.

Commissioner Sten said this Spring Council will be considering much stronger stormwater guidelines for new development throughout the City.

Ray Costanen, Foster Auto Parts employee, said these regulations will have a dramatic impact on this business, which comprises 25 acres of the 128 acres of private land in the flood plain. He said he hopes the regulations will allow existing businesses to rebuild, without having to do special studies, if a fire or other natural disaster occurred.

Mr. Mariott said there are provisions in the Buildings Code that would require, in the event of a catastrophe, that a rebuilt structure be brought into full compliance with the regulations in the risk area, if the damage was more than 50 percent of the value of the property.

Commissioner Sten said even under the current Code, even without the proposed changes, the business would probably have to build at a higher elevation. More discussion is needed on this issue but his intent is to not compound the mistakes of the past or arbitrarily hit someone who has already invested there.

Mayor Katz said further discussion with the community is necessary, especially as some of the factual information is in question, to avoid paranoia that the City wants property values to drop so it can purchase the land for less money.

**Disposition:** Continued to February 11, 1998 at 7:00 p.m.

\*71 Adopt flood management amendments to the Johnson Creek Basin Plan District in Title 33 (Ordinance introduced by Commissioner Hales; amend Title 33)

Disposition: Continued to February 11, 1998 at 7:00 p.m.

\*72 Amend City Code to establish special provisions for the Johnson Creek Flood Zones (Ordinance introduced by Commissioner Hales; amend Code Section 24.50.060)

**Disposition:** Continued to February 11, 1998 at 7:00 p.m.

Accept bid of Overall Laundry Service, Inc. for industrial uniform laundry services for \$66,997 (Previous Agenda 64; Purchasing Bid 98087)

**Disposition:** Accepted; prepare contract. (Y-4)

## **Commissioner Charlie Hales**

Accept report and recommendations of the 1997 Downtown Parking Meter District Rate report (Report)

**Discussion:** Commissioner Hales said this is part of Transportation's ongoing effort to maintain a balance between downtown meter and garage rates.

Elsa Coleman, Office of Transportation, said the recommendations include an increase in the meter rate of 10 cents an hour and changing the 60-minute meters to 90 minutes in the downtown core. In the last few months, 250 spaces have been added to Smart Park garages and the Fox garage will add another 430 spaces within two years. An increase of between \$150,000 and \$200,000 in increased revenue is projected. The Advisory Committee responsible for this report narrowed its focus to four recommendations: 1) extending Fareless Square to the Lloyd District; 2) ongoing marketing to promote multi-modal access to downtown; 3) rehabilitation of the Transit Mall; and 4) adding more trash cans off the mall.

Commissioner Francesconi asked if the committee's recommended use of the revenues, made in 1996, comes to the Council for approval as to how the money is spent.

Ms. Coleman said Council determines how the money is spent and it could go back and review the Committee's previous recommendations, which were brought to Council and then incorporated into the budget.

Mayor Katz said use of the revenues is an issue Council will want to discuss in light of its priorities regarding how to deal with congestion and getting people out of their cars.

Disposition: Accepted. (Y-4)

 Direct budget reductions in the Portland Office of Transportation's FY 1997-98 budget (Resolution)

**Discussion:** Vic Rhodes, Director, Office of Transportation, said a \$1.3 million shortfall has been projected in the current year as a result of revised revenue estimates from the Oregon Department of Transportation based on the amount of gas tax collected in 1997. He outlined the Transportation programs that will be reduced so that the bureaus can stay within their budgets.

**Disposition:** Resolution No. 35672. (Y-4)

\*95 Intergovernmental agreement with Portland Public Schools (Marshall High School) to plant and maintain trees (Ordinance)

**Disposition:** Continued to January 28, 1998 at 2:00 p.m.

### Commissioner Erik Sten

\*96 Authorize a contract with Severn Trent Systems for a customer information system in the amount of \$3,169,000 and provide for transfer of funds and payment (Ordinance)

**Discussion:** Commissioner Sten said staff will discuss this further during the budget sessions.

Disposition: Ordinance No. 171957. (Y-4)

At 12:30 p.m., Council recessed.

A RECESSED MEETING OF THE COUNCIL OF THE CITY OF PORTLAND, OREGON WAS HELD THIS 28TH DAY OF JANUARY, 1998 AT 2:00 P.M.

THOSE PRESENT WERE: Commissioner Francesconi, Presiding; Commissioners Hales and Sten, 3. (Mayor Katz voted electronically by phone on Item 95)

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

\*95 Intergovernmental agreement with Portland Public Schools (Marshall High School) to plant and maintain trees (Ordinance)

**Discussion:** Andre Baugh, Office of Transportation, said this agreement with the Portland Public Schools will involve students in ways to improve the community. He said students will be responsible for maintaining the trees over the next year. The total agreement is for \$18,000, which will provide ongoing funds for this program now and in the future.

Several Marshall High School students explained the program, which will involve planting 250 trees in the Brentwood/Darlington area and outlined how this program will benefit both the community and help students fulfill their community service requirement at Marshall.

Note: While discussion took place at the beginning of the session, the vote was held at the end, as Mayor Katz voted electronically by telephone.

Disposition: Ordinance No. 171958. (Y-4)

97 TIME CERTAIN: 2:00 PM - Review appeal of Sgt. Alan Luher, per City Code 3.21.085(4)(d), Police Internal Investigations Auditing Committee Case #97-18 (Report introduced by Mayor Katz)

Discussion: Lisa Botsko, Police Internal Investigations Auditing Committee (PIIAC) staffperson, explained that this is the first appeal the Citizens Advisors have had from a police officer. This one involves an Equal Employment Opportunity (EEO) complaint filed by the officer in 1995 and the Advisors would like Council to clarify the Code as to whether it believes this kind of complaint falls within PIIAC's jurisdiction. The Advisors are concerned that they do not have the experience to evaluate this kind of complaint in the first place.

Captain Bennington, Internal Affairs Division (IAD), said the Police Bureau has some major concerns with this case being presented in this format. In its opinion, Code Chapter 3.21 refers to PIIAC review of IAD cases and internal EEO

investigations really do not meet that definition. He described how EEO cases are processed by the Bureau and noted that, in this case, there were 25 allegations and 37 interviews, covering a five- year period. He said confidentiality is critical and the integrity of the complaint process needs to be maintained so that a person is not afraid to make a discrimination complaint. The Advisors heard the case and recommended that it be sent back to the review level, with participation by the Citizens Advisors, for further consideration of the allegations, the testimony of the appellant and one of the officers. That was done and the key point is that review level staff and the Chief had access to the entire investigative file. The Chief reviewed that and ultimately there is no disagreement about the facts. The disagreement is over weighing of the evidence and the credibility of those who were interviewed. The Chief basically decided that the appellant's behavior did not meet the standard expected of police officers and that the allegation of misconduct should be sustained. He explained what avenues are available for further discussion of that finding.

Adrianne Brockman, Deputy City Attorney, said if Council wants to go forward with this case, it can but Anna Kanwit in the City Attorney's office will be prepared to discuss this issue with Council at the upcoming work session on PIIAC to help formulate a policy for the future. Council can either defer this until the policy is developed or dispose of this case first. Ms. Kanwit does have some concerns about PIIAC review of EEO matters.

Council members recommended deferring this case until after a work session is held and Council determines whether it wants to hear EEO cases through PIIAC. Commissioner Sten said he tends to believe PIIAC should not hear this kind of case. Commissioner Hales noted that every bureau has the potential for EEO complaints and questioned why the Police Bureau's would be processed in a different way.

Ms. Botsko said the guiding question is what type of misconduct is it important for the public to know is being handled efficiently, professionally and fairly.

Disposition: Withdrawn.

98 TIME CERTAIN: 2:30 PM - Recognize the 25th anniversary of the Downtown Plan (Resolution introduced by Mayor Katz)

Discussion: Ruth Scott, Association for Portland Progress, said the beauty of the Downtown Plan is that it was actually implemented and noted that it has experienced phenomenal success after success in forging public private partnerships. She recognized Pete Mark and Lloyd Anderson for their leadership in implementing the plan.

Pete Mark, Downtown Plan Advisory Committee, asked Council to officially declare 1998 the Silver Anniversary of the Downtown Plan. He noted that this partnership

between the business community and the Council initially came about as a response to growing suburban development and a faltering downtown. As a result of the Plan, the City has River Place and Pioneer Courthouse Square, the transit mall and many new buildings. However, as the economy has grown stronger, lately Council has begun to put obstacles in the way of doing business downtown. Among those obstacles are business taxes, development fees and parking regulations. He said there has to be a true partnership because a large percentage of the dollars to make this Plan work have come from the business community, not just the City or the federal government. That combination also has to work over the next 25 years. Among the events planned in celebration of the anniversary are a walking tour, a "Heart of Portland" award dinner and a Downtown Summit in September.

Felicia Trader, Director, Portland Development Commission, said the theme of these events are places, people and policy. The walking tour in March will be the kickoff event for the year. The three goals for this event are to inform, motivate and have fun.

Phil Kalberer, Silver Anniversary Committee, said the June awards dinner, held every three years, honors individuals who have inspired the community to work towards a shared set of values. This year the selection committee seeks nominees from among those individuals who have made major contributions to the development and implementation of the Downtown Plan.

Ethan Seltzer, Director, Institute of Portland/Metropolitan Studies, Portland State University (PSU), stressed the need to develop a legacy that continually focuses attention on downtown. He said PSU intends to develop an institute to help keep track of how downtown Portland is doing, how the world can learn from Portland and how Portland can learn from others. He asked for Council's support of the Summit planned in September to kick off this effort and of all the anniversary activities.

Commissioner Francesconi asked if the Institute focuses on the whole Central City or just downtown.

Mr. Seltzer said downtown Portland is the focus but they are cognizant that this is a downtown center in an area of emerging regional and town centers. One of the things they are still trying to work out is the relationship between downtown and those centers, which need to be successful too if the region is to work as a whole.

Commissioner Francesconi asked what the role of PDC would be in the Institute.

Mr. Seltzer said that is yet to be worked out.

Commissioner Francesconi said the Institute needs to consider inclusion of the Central City in its strategy as well as the inner city neighborhoods. The most

frustrating thing for Council is getting caught in a box between neighborhood and Downtown/ Central City issues. While acknowledging disagreement between the business community and Council about taxation, he noted that Council shared the concern about lack of job creation in the Central City and each Commissioner is addressing that on an individual basis and with PDC. However, a structured way for Council to respond as a group to the business community is needed. The business community's help is needed in the neighborhoods as well because of the perception there that Council focuses too much on downtown.

Commissioner Hales described his vision of the downtown 25 years from now.

Commissioner Sten said people tend to forget how much has been done. He said public education is very important

Disposition: Resolution No. 35673. (Y-3)

At 3:15 p.m., Council adjourned.

BARBARA CLARK Auditor of the City of Portland

By Cay Kershner Clerk of the Council