

# Portland Planning and Sustainability Commission

February 22, 2022

5:00 p.m.

Meeting Minutes

**PSC Commissioners Present:** Jeff Bachrach (arrived 6:01 p.m.), Johnell Bell, Jessica Gittemeier (arrived 5:35 p.m.), Katie Larsell, Oriana Magnera (arrived at 5:15 p.m.), Valeria McWilliams, Steph Routh, Gabe Sheoships, Eli Spevak, Erica Thompson; 1 open position

**PSC Commissioners Absent:**

**City Staff Presenting:** Andrea Durbin, Tom Armstrong, Steve Kountz, Rachael Hoy

**Guest Presenters:** Winta Yohannes, Michael Alexander (AVT)

## Documents and Presentations for today's meeting

*Chair Routh* called the meeting to order at 5:02 p.m.

*Chair Routh:* 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

- *Chair Routh* noted the DRAC that recently had a briefing on the streetcar project – which the PSC had a briefing on in early 2020. *Commissioner Bachrach* is the PSC's liaison and noted it might be a good project for the PSC to reengage in.

## Director's Report

Andrea Durbin

- The first hearing for Ezones was at Council last week. About 40 people testified. The team is working on amendments that will be published in early April, with another hearing on April 14.

- In April, we also expect to bring RIP2 to Council – penciled for April 21.
- It will also be the opportunity for the community to weigh in on the budget during community budget sessions. We will also talk with PSC officers this week about how the PSC can help with BPS' budget asks.
- The City has warming shelters open the next couple of nights, so please go to the City website if you're available to volunteer.

## Consent Agenda

- Consideration of Minutes from the February 8, 2022 PSC meeting.

*Commissioner McWilliams* moved to approve the Consent Agenda. *Commissioner Thompson* seconded.

The consent agenda passed.

(Y8 – Bell, Gittemeier, Larsell, McWilliams, Routh, Sheoships, Spevak, Thompson)

## Albina Vision Trust

Briefing: Rachael Hoy; Winta Yohannes, Mike Alexander (AVT)

### Presentation

Rachael introduced the Community Investment Plan (CIP). The team is here today with this completed plan. The plan has been funded by Metro with supplemental funds from the City for the community engagement process. City staff has met with the AVT team over the years as they've gone through the community process. AVT is sharing this presentation with groups this and next month – Metro Council and City Council next month. This is a blueprint for the work moving forward, very similar to a Concept (or Framework) Plan that BPS would do for a large area.

Andrea reiterated this is a community-driven conceptual plan, so it's a bit different from a usual plan the PSC sees. Council will be determining how the City will participate in the plan. BPS and Prosper Portland and other bureaus are working to seek clarification from Council and request a directive to begin implementing the CIP.

Winta noted the Rachael has been an integral part of this plan and work. We hope the PSC can help with our work at Council and next steps. This is our third time at the PSC, and while the plan is finished at this stage, we know it is still evolving.

Mike introduced himself and the project. It's the intersection of the project and the stewardship of the Comp Plan, looking at issues like climate and zoning, that help us reimagine the reemergence of Albina. Our initial work began in 2015, allowing what we, community, City, and stakeholder groups want to see as the emergence and reestablish this community – and what the future can look like. Our goal is to think about how history can inform progress and planning. We are not looking to revise or replicate history – but to guide us. How do we harvest the inputs for those of us for whom this is history, and others for whom this is memory?

Winta: The growing support for the work is that the city is still grappling with these issues. The design team started working on showing the issue in home values (slide 6) as a way to think about the scale of response to rebuild. It can't just be economists trying to build value; or architects; or community engagement professionals – it's all of these. Physical and wealth-building strategies are what the design team focused on.

We hosted a number of arts and culture-based events to connect and promote people who are here right now. What is a Black aesthetic? And how do we integrate that into urban form?

We wanted to get input from as many streams in the community as possible. This isn't an advisory board. This presents an opportunity to reduce the amount of feedback to how the design team responds.

With all the feedback about the types of places people wanted, we then talked about density. Ultimately this discussion was about choice. We know high-density has a connotation with what has been taken versus low-density. Trade-offs are associated with each type of density in terms of the overall goal of creating wealth. A spectrum of options ultimately informed the final strategy.

The other important moment was the recognition of two paths: (1) come up with multiple scenarios for what could happen or (2) focus on presenting the scenarios as phases for moving forward. (2) was chosen.

Catalyst Phase focuses on the northern end of the site (slide 20) to build capacity with a development. The other considerations in this phase include focusing on getting housing and building community as well as securing Waterfront Park to serve as a place for community-building. We also see the introduction of the hubs (opportunities for residents to benefit from resources and create destination areas for visitors). Phase two is the transformation phase (slide 21), completing with the full vision (slide 22).

We are not constrained by the polarity of "either/or". We are working with sequencing and bringing people in as fitting for each phase.

Winta highlighted a bit more about the hubs (slide 25), which bring together an opportunity for partnerships and services.

This is big work that will take many hands. I think about what it must have felt like 50 years ago when the disintegration and disinvestment began in Albina. Now we have an opportunity to cast a net forward and plant trees whose shade we may never see, but hopefully they will be part of the future of this community.

*Commissioner Bell:* Thank you. This is a great framework by which we hopefully can secure the investments needed. Thank you for deconstructing a dichotomy for so many African Americans – thank you for your leadership and engagement.

- Mike: We have also had the privilege of being in rooms with people in comparable issues, and you've been part of those conversations. Thank you for your engagement.

*Commissioner Magnera:* I echo the gratitude for the big and thoughtful as well as intimate vision and leadership. The really incredible graphics stood out to me – cultivating the Black aesthetic.

- Winta: We tried to expand our thinking about what was “technical” versus the architect and economist team. We said the community engagement was the way we thought about it – so the team was constantly challenged in a constructive way. We are also still experimenting and figuring it out.

*Commissioner Spevak:* The zoning in this area is mixed, so I’m curious about what you’re proposing is aligned with current zoning versus having to update/change it in the future. This is convenient we have the EOA briefing next that we can think about.

- Winta: We have a parcel-by-parcel zoning map to help us identify where the areas of focus are or could be.
- Rachael: We took a close look at the zoning analysis chapter of this work. EX, OS, CX are all here. Most of the area on the waterfront is OS. So at this point, we don’t necessarily have a zoning issue per se. Just north of Blanchard is IG1 (Water Bureau building).

*Commissioner McWilliams:* This could be a model for what can happen in other places, too, which is really exciting. In the summary, there is a close-in neighborhood that would be a car-free zone. How big is that, and what was some of the thoughts about transportation and connectivity as well as parking?

- Winta: There was lots of discussion about transportation. The close-knit community in the northern part is mostly the Portland Public Schools Blanchard site, which is about 10 acres. This next part for us focused on that edge. The amount of housing we envision there and the first hub would be there. The discussions about connectivity were interesting because conversations were happening along side the I-5 conversations. The circulation of decisions identified Broadway as commercial area. There was also a sense that cars are intrusions into neighborhoods, so we thought about active transportation as community building. And, the Green Loop intersects with this site, and we want to be sure that is welcoming and integrated in the area.

*Commissioner Thompson:* Thank you for the opportunity to hear about this project. Thank you for the great presentation – the graphics were amazing. The level of imagination and optimism is clear, balanced with the sober reality of the site’s history, impressed me. What is your most imaginative vision of the regulatory mechanisms or policy that could support some of this work?

- Winta: Building trust community-wide is the overarching goal. Over the last few years, the AV team and supporters have been able to support a moral claim to the district, and this next phase is thinking about the regulatory tools to support: power-sharing in different ways, and if this is shared. 94 acres is huge! And we need a range of approaches, so we’ve taken building the foundation as the next step. We don’t have anything to copy from in terms of zoning from anywhere else in the country.

*Chair Routh:* Thank you for this wonderful presentation. We want to know how we can be involved and support this work going forward.

- Winta: Thinking about the March 30 presentation to Council. While we’ve had great partnerships, there has been no formal acknowledgment that this work exists at all, which is what we hope to gain. A letter of support for the proposed Resolution would be greatly appreciated. Longer-term, when we talk about this being a 50-year plan, we’ll ask for ongoing and deeper levels of engagement including in the work to define what potential partnerships and strategies are.

- Mike: Also think about us as a partner as you begin to move your work forward. This is embedded in what we'd like to see this city be guided by over decades.

PSC members confirmed they will work to script a letter of support over the next few weeks in time for the March 30 Council session.

## Economic Opportunities Analysis

Briefing: Tom Armstrong, Steve Kountz, Rachael Hoy

### Presentation

This is the first of a many upcoming discussions about the Economic Opportunities Analysis (EOA). Tonight is an introduction and framing; some data, much of which was in the Executive Summary document; and discussion about the community engagement process.

We need to demonstrate we have a 20-year growth capacity to accommodate expected employment growth. We have a recent Metro forecast, allocated to the local jurisdictions, so that's what we use as a starting point. We then get into more detail, not just about total jobs, but also what types of jobs, which drives the type of land development.

The EOA is in 4 components:

- Recent development trends and market factors.
- Employment growth forecast.
- Land development capacity.
- Policy choices to meet the 20-year capacity needs

What we see in the 2016 adopted EOA land development capacity is lots in the Central City that resulted in more than 2x the expected demand for growth by 2035. But the opposite is true in industrial areas, so we had to figure out how to accommodate the expected growth, and we ended up barely meeting the future demand (further detailed in slide 5). Lots of the discussion for the EOA quickly comes back to the industrial areas because that's where we have the tightest supply and competing policy objectives (e.g. natural resource protections in the same areas).

*Commissioner Spevak:* Does Portland need to meet Goal 9 objectives in the city level, or is there a regional allotment?

- Tom: From the State, we have the opportunity to set our economic vision – we don't have to grow as how we have in the past. This is particularly pertinent in Portland with lots of industrial growth the past 8 years, but the supply is getting tighter. And at the same time, what does shared inclusive prosperity mean for the city as well as for the context of a regional economy and job market?

*Commissioner Bachrach:* Traditionally this is a number-crunching exercise to a large extent, driven by Goal 9 and State laws. But you're throwing something new into the mix, and I'm curious about it: you're bringing broad policy considerations to bear.

- Tom: Goal 9 has an inherent idea that you have a relief valve by expanding the UGB to accommodate extra growth – but we don't have that in Portland, where we're land-locked. So

yes, in 2016, we ran the numbers to see how we could meet it. But this time, we're doing more of a multi-objective policy process.

*Commissioner Magnera:* I know this is a high-level analysis, but what are the jobs? Some have mental impacts, and some have community impacts. How are you weighing the decisions about what industries get attracted to different communities and different goals?

- Tom: This is something we'll address towards the end of today's discussion. This is at the crux of achieving multiple objectives.

Steve shared details on market trends and research (slides 8-24).

#### Trends Takeaways

- Portland has experience robust economic growth.
- Growth has been unequal mostly (65%) high-wage jobs.
- BIPOC workers have higher incomes in the industrial and office sectors.
- Most (60%) middle-wage jobs are in the industrial sector.
- Industrial land supply is tight and getting tighter.

We proposed to analyze scenarios by their multi-objective trade-offs.

*Commissioner Gittemeier:* When we're trying to zone more land for industrial land, are we assuming jobs come with that?

- Steve: Real estate demands are favoring high-density residential. But industrial employment has been lagging. The biggest share of office demand in the region is for class B and C, low-rise. But the Central City is losing space in that sector type. So we're not meeting the demand. Meeting the land needs will mean needing more open land.
- Tom: Yes – if we have more industrial land, that will enable more industrial jobs. If we're not able to accommodate in Portland, that demand will go elsewhere.

*Commissioner Bachrach:* I am intrigued that our core land use policies are contributing to the racial wage disparity. The emphasis is that we want to grow in centers in corridors, but the kind of jobs in these locations are not what we're describing as the middle-wage jobs for people with lower education levels. So is that a consequence of the zoning and land use policies?

- Steve: There is more information in the rest of the trends report. We compared trends of middle- and high-wage job growth. There is a fairly flat trend nationally. The growing regions are growing more middle-wage jobs, particularly administrative support and in transportation. So there is an opportunity to meet demand and create more equitable outcomes.

*Commissioner Spevak:* My own bias is that we tend to not work in industrial areas. I am trying to understand the policy ask in that we're balancing income/wage disparity and we also have projects that have not come before us. Are these the things we're balancing? Is it a zero sum?

- Tom: If I understand the question, one thing we'll have to look at and get to is as we have a constrained supply of industrial land and we have other alternatives, what are our limited options to increase that supply (the EOA is a way to make a stronger policy statement for the need for things like brownfields). The other question is what other programs and changes we can make – probably not lots in terms of zoning – to accommodate middle-wage jobs.

*Commissioner Thompson:* I'm trying to parse the BIPOC trends by use type... especially laboratory and R&D.

- Steve: This would typically be in higher-wage jobs but is among the mix of jobs in industrial areas.

Rachael highlighted the process flow (slides 25-29). The legislative process is just beginning, as we're doing forums for engagement between now and the fall. We have some funding through DLCD to help support our work with BIPOC communities. Then we move into thinking about a Proposed Draft in fall/winter to take us through Spring 2023, getting to Council likely in summer 2023.

We have lots of goals and know we need to do the full evaluation, hear from many groups and community members, to determine what's most important to figure out how we'll evaluate the scenarios we come up with.

As we get into the next phase, we want to share this context. Then we'll talk about demand and supply scenarios and/against the growth forecasts. We also will look at how we grow, which may be aligned with the State's education outcomes. We're looking forward to the community conversation in terms of balancing economics, public health, environment, climate, and inclusive prosperity – at least having a framework to see how the other objectives are balanced against it.

This is the first of many opportunities to engage with this work at the PSC. We want to also provide an opportunity to have a few PSC members be involved in the reconciliation workshops.

*Commissioner Magnera:* Thank you – this is lots of dense and interesting information. I'm struggling with a couple assumptions about the PSC members have certain jobs with positionality, so we have some biases and assumptions. It would be helpful to have a body we could confer with from the focus groups so we could hear from different community members to understand better.

- Tom: Labor and workers are a focus group. We recognize this is a group that has not been engaged in the past, so we'll look to see how we bring those voices forward.

*Commissioner Gittemeier:* I am really interested in what the community has to say, but I'm also interested in what our regulatory options are.

- Tom: We will try to give some look to that soon. The Zoning Code and Zoning Map options are a little limited. In terms of programs, brownfields and superfund clean-up are options for Council to take momentum and action.

*Commissioner Larsell:* Thanks for the emphasis on middle-wage jobs. But I know it's not just a matter of the amount of land.

Once we get our focus groups organized and have our community conversations, we will look for PSC member to help participate and track the process and be involved in those conversations.

## Adjourn

*Chair Routh* adjourned the meeting at 7:59 p.m.