



PLANNING COMMISSION RETREAT

Defining the “Advising” Role Continued –
Transportation Project Focus

November 12, 2024

Patricia Diefenderfer

Chief Planner



THE BUREAU OF
**PLANNING &
SUSTAINABILITY**

Powers and Duties

Powers and duties.

1. **Holding hearings and making recommendations to City Council** on proposals to adopt, amend and update: the Comprehensive Plan; the zoning code; significant transportation policies, projects, and issues; the portions of Title 11, Trees, identified in 11.10.040.C; urban renewal plans; street vacations; sign regulations; and renaming city streets;
2. **Advising the City Council on plans and policies regarding** such issues as housing, transportation, urban design, equity, economic development, public buildings, environmental protection, resource conservation, and other policies of citywide interest;
3. **Providing a forum for community members to learn** about principles, policies, and programs that promote sound land use planning practices.



Planning in Portland

- **Bureau of Planning and Sustainability (BPS)** conducts long-range planning in Portland and writes the Portland Zoning Code.
- **Bureau of Development Services (BDS)** performs land use reviews and reviews building/development permits. BDS implements the Portland Zoning Code.
- Transportation, Parks, Environmental Services, Water and Fire also have roles.



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.



Bureau of
Development
Services FROM CONCEPT
TO CONSTRUCTION

The Ecosystem of Comprehensive Plan Implementation

Adopted with the Portland Comprehensive Plan

Comprehensive Plan Elements

- Vision and Guiding Principles
- Goals and Policies
- Comprehensive Plan Map
- List of Significant Projects
- Transportation Policies, Street Classifications and Street Plans

Key Implementing Tools

- Zoning Code
- Zoning Map
- Service Coordination Agreements
- Urban Renewal Plans
- Annexations
- Development Agreements

Supporting Documents

Inventories and Analyses

- Buildable Lands Inventory
- Employment Opportunity Analysis
- Housing Needs Analysis
- Natural Resource Inventory

School Facility Plans

Public Facilities Plan

- Transportation System Plan (TSP)
- Sewer
- Stormwater
- Water

Not Adopted with the Portland Comprehensive Plan

- Parks and Recreation
- Other Essential Facilities
- Detailed System Plans
- Transportation Modal Plans
- Project Details, Design and Cost
- Climate Action Plan

From Vision to Enforcement

- Vision – Land Use
 - Policy (e.g. Comp Plan)
 - Implementation mechanisms (e.g. Zoning Code)
-

- Land use reviews
- Building permit
- Inspections
- Enforcement/Code Compliance

- Vision – Transportation/Infrastructure
 - Policy (e.g. Major Project List)
-

- 5 Year Capital Improvement Project (CIP) List
- Funding
- 30% / 60% / 90% drawings
- Inspections
- Ongoing maintenance

Advising Role

Purpose of this Discussion

- Define the “Advising” role (developed an agreeable approach for non-transportation projects; HPS model)
- Develop an approach for transportation projects
- Use case studies as examples



Define the Role

- Topics that are not legislative – not changing policy or regulations
- Not considered a land use decision (don't require public notification/are not appealable)
- City Council action is a resolution and not an ordinance
- **The Planning Commission reviews projects to determine if they are consistent with the Comp Plan, as a whole.**
- Significant transportation projects – Define
- May involve other planning-related policies of citywide interest on a case-by-case basis



Planning Commission roles in transportation projects/ plans

Legislative requirement

Document with underlines/
strikethroughs to language existing in
the TSP

Legislative hearing

Amendments possible

Vote

Briefing

Briefing may be informational and/or
for advice

Provide advice for project/ plan
consideration

Advice does not need to be unified,
may range among members



A Suggested Approach

Original Protocol (March 2024)

Hear a briefing

Create opportunity for public comment

Provide input – input doesn't have to represent consensus view; may vary among members

No vote would be taken

Staff may make modifications based on Commissioner comments

Commissioner feedback is included in summary of public input

No letter is transmitted to City Council

Revised Protocol (May 2024)

Hear a briefing

Create opportunity for public comment
(Use MapApp and register to comment)

Provide input – input doesn't have to represent consensus view; may vary among members

No vote would be taken

Staff may make modifications based on Commissioner comments

Write letter to City Council (does not need to represent consensus view) to be included in staff's filing or as public testimony. Letter focuses on consistency with the Comp Plan

The Chair may or may not testify on behalf of the Commission



Case Study #1



City of Portland 2024 Housing Production Strategy

Proposed Strategies

Discussion Draft

February 2024



Citywide Policy of Interest: Housing Production Strategy (HPS)

- State Statute expressly states the HPS is not a land use decision (no public notification required; not appealable)
- City Council will adopt by resolution
- Housing is of citywide interest
- Planning Commission has expressed interest



TSP Major Projects List

The TSP major project list

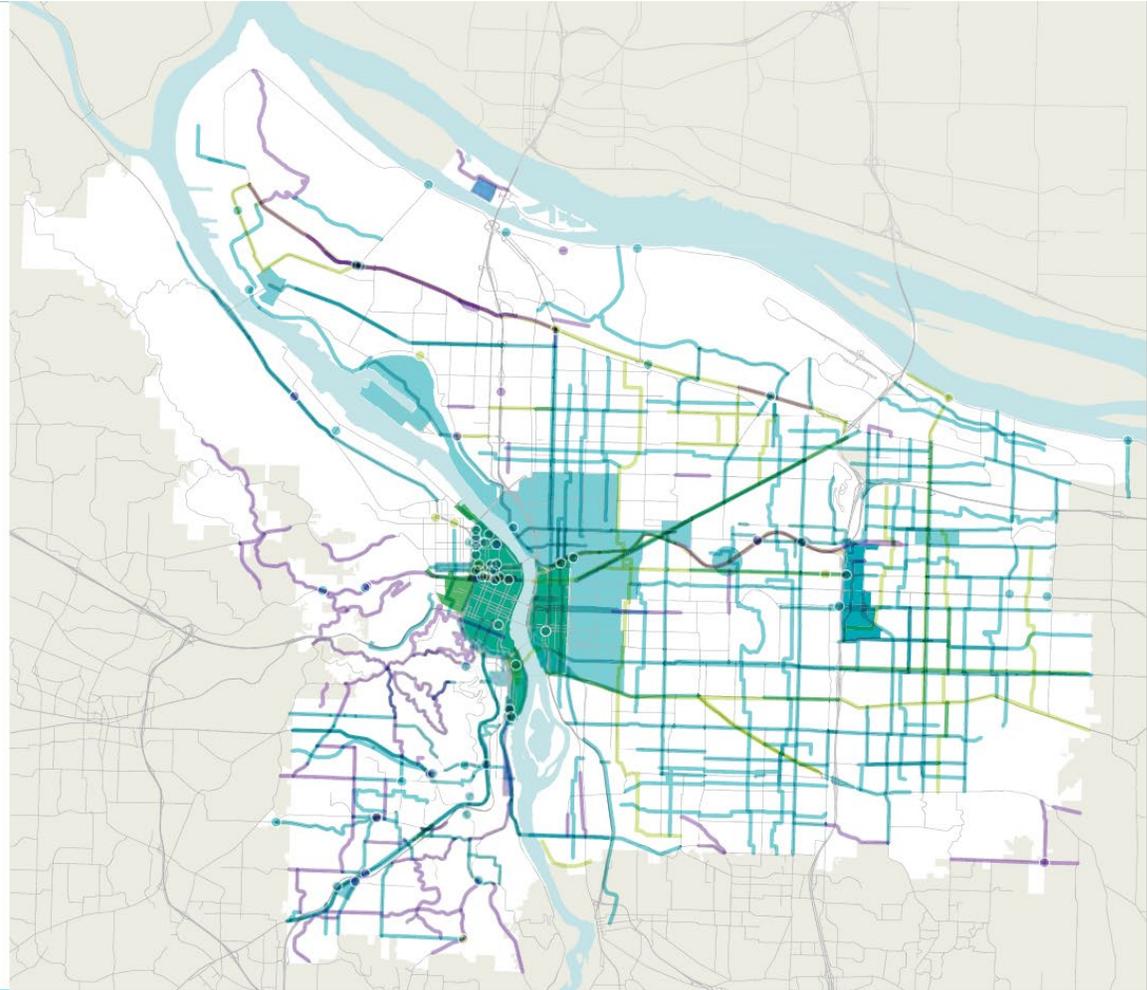
PBOT

Constrained
254 projects
≈ \$1 billion

Unconstrained
77 projects
≈ \$0.6 billion

Other agencies
75 projects
≈ \$7.0 billion

Total
406 projects
≈ \$8.5 billion



How a plan becomes projects in the ground

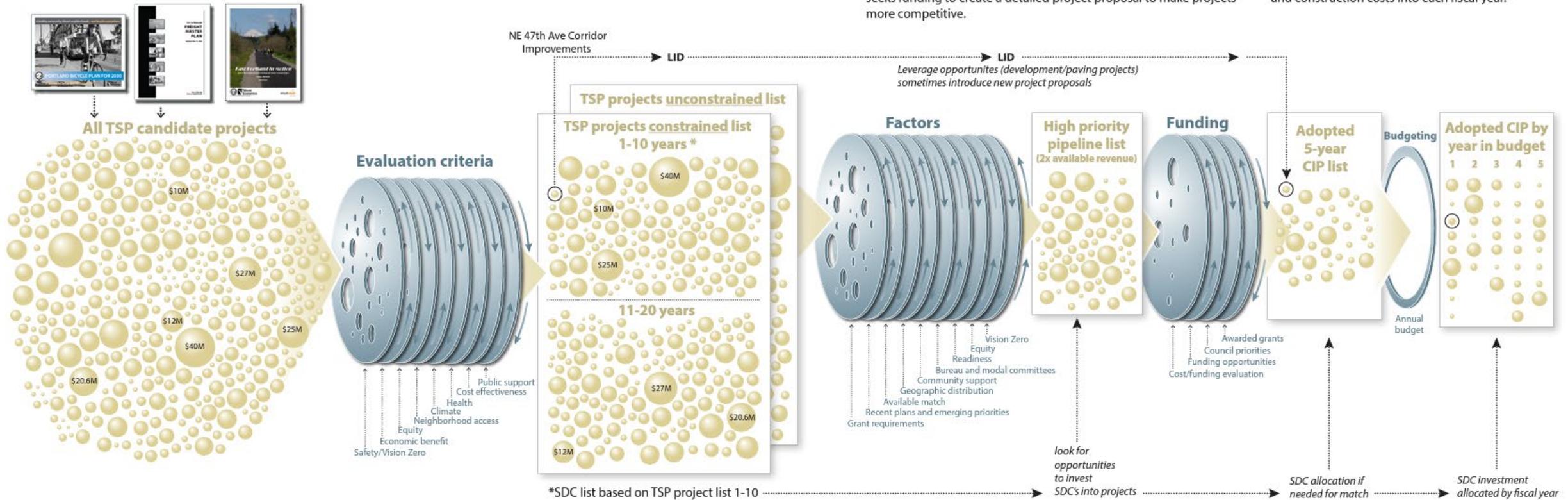
Project Selection Process for 5-Year Capital Improvement Program (CIP):

Drawing on area plans and modal plans, we gather all the good project ideas to include in the Transportation System Plan (TSP).

With each TSP update we create a "1-10 and 11-20 year" list. SDC list is based on the "1-10 year" list. We pursue project planning funds for studies to refine project concepts with community input.

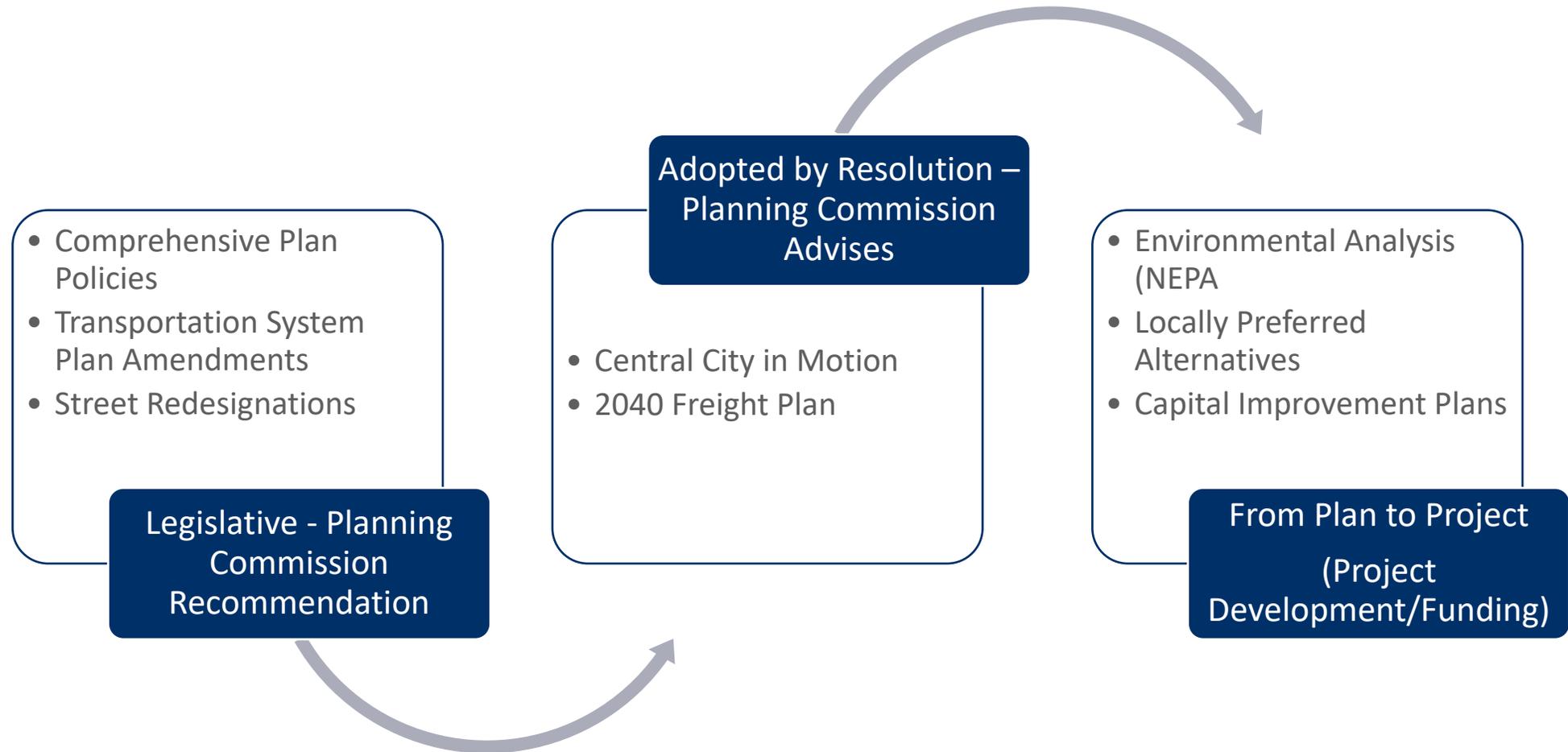
We create a 1-2 year list of priorities for the 1-10 year projects. Refine cost estimates, evaluate projects based on grant criteria, and public feedback. Staff writes grant applications, pursues partnerships, and seeks funding to create a detailed project proposal to make projects more competitive.

Once projects are funded we allocate cost and funding by project phase. Assign engineers and project management staff to projects. Allocate staff and construction costs into each fiscal year.



Transportation Project Steps

Not a linear process



Discussion

- Define – Significant Transportation Policies, Projects, and Issues
- Distinguish from Advise Role – to advise on “transportation”
- Types of transportation projects and lead agency – City, Metro, ODOT?



Discussion

Significant Transportation Policies, Projects and Issues: Recent Examples

Project	Commission Role	Approach
2040 Freight Plan	No legislative action	Briefing; Future TSP amendments will be legislative action
Montgomery Park Streetcar Extension	No legislative action – Project is already on the TSP	Planning Commission recommendation to approve MPAP transportation plan
IBR Modified LPA		

Staff Proposal:

- Major transportation projects that require the City Council to act on Locally Preferred Alternative (LPA)
- LPAs are adopted by resolution
- Transportation projects that require an LPA are major or significant projects
- Hold public comment session/if writing letter, speak to consistency with the Comp Plan



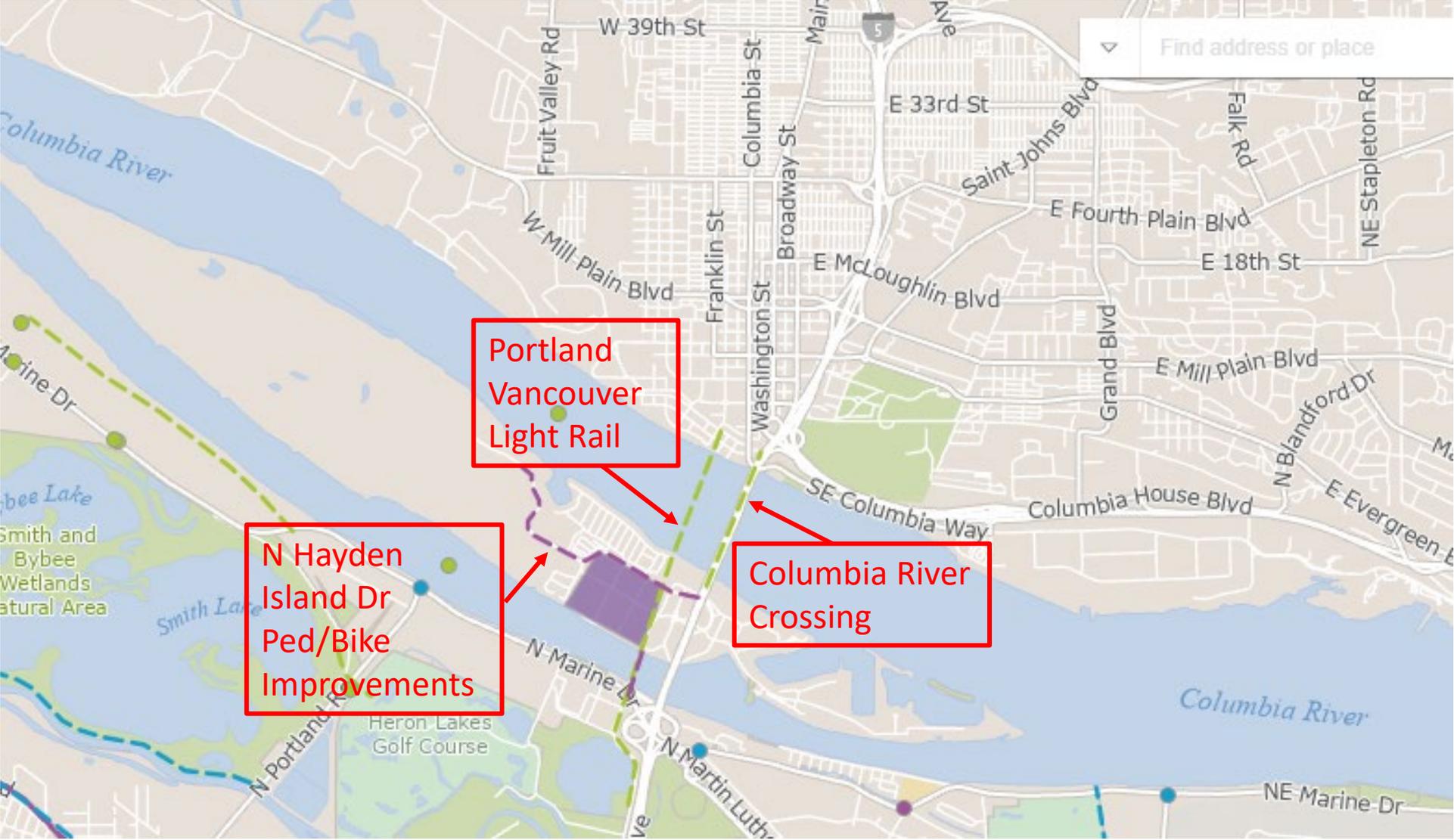
Case Study #2

Major Transportation Project: Interstate Bridge Replacement Project

- Major transportation projects that require the City Council to act on Locally Preferred Alternative (LPA)
- LPAs are adopted by resolution
- Transportation projects that require an LPA are major or significant projects



Interstate Bridge Replacement Project - Transportation System Plan



IBR Example – Continued

30020 ODOT **Columbia River Crossing** Replace I-5/Columbia River bridges and improve interchanges on I-5.

30033 TriMet **Portland Vancouver Light Rail** Extend light rail service from Expo Center to Vancouver, WA.

30111 Portland **Hayden Island Bridge** Explore feasibility of designs that would prioritize transit, bikes, and emergency vehicle access, and not facilitate cut-through traffic for vehicles that do not have origins or destinations on the island.



Example of Summarized Input

IBRP MODIFIED LOCALLY PREFERRED ALTERNATIVE

What we heard

Bicycle/Pedestrian Advisory Committee

- Bridge grade
- Improved walking/biking environment
- Highway noise
- Long-term maintenance

Freight Committee

- Prioritize freight travel time and efficiency
- Access to Marine Drive interchange
- Congestion and truck circulation

Planning & Sustainability Commission

- Wealth-creation for equity communities
- Consistent w/local, state, regional climate commitments

Design Commission

- Urban Design Advisory Committee
- Add value to neighborhoods
- Excellent design for pedestrians

Historic Landmarks Commission

- Need more information on impacts to historic and cultural resources
- Type 4 Demolition Permit and Council approval
- Design of infrastructure is important

Equity Advisory Group

- Be accountable to Equity Framework
- Address unmet transit demand

Community Advisory Group

- Freight movement
- Transit competitiveness
- Strong overall support for Modified LPA



Example of Feedback Incorporated

Exhibit B: City of Portland Conditions of Approval for the IBRP Modified LPA

- Climate and Environment
- Equity
- Active Transportation
- Transit
- Local Street Connections
- Local Street Impacts
- Freight Movement
- Highway and Bridge Facility size, height, and footprint
- Process and Community Engagement
- Urban Design of Infrastructure and Landside Improvements
- Project Financing
- Equitably designed variable-priced tolling
- Design decision making process and tradeoffs



Legislative process

