



Bureau of Planning and Sustainability

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Portland Planning and Sustainability Commission

Tuesday, March 8, 2011

12:30-3:30pm

Meeting Minutes

Commissioners Present: Andre' Baugh, Don Hanson, Karen Gray, Mike Houck, Lai-Lani Ovalles (arrived 12:40pm), Gary Oxman, Michelle Rudd, Howard Shapiro, Chris Smith, Irma Valdez

Commissioners Absent: Jill Sherman

BPS Staff Present: Joe Zehnder, Chief Planner; Julie Ocken, PSC Coordinator; Michael Armstrong, Sr Sustainability Manager; Michele Crim, Sr Conservation Program Manager; Steve Cohen, Sustainable Food Manager; Julia Gisler, CPII; Eric Engstrom, Principal Planner

Other City Staff Present: Kaitlin Lovell, BES; Patrick Sweeney, PBOT; Paul Smith, PBOT; Emily Roth, Parks

Other Staff: Amy Gilroy (OR Public Health Institute)

Chair Baugh called the meeting to order at 12:36pm and provided an overview of the agenda.

Consideration of Minutes

02/22/11

Chair Baugh asked for any comments or edits by Commission members. *Commissioner Hanson* moved to approve. The motion was seconded and passed unanimously with an Aye vote. (Y8 – Hanson, Gray, Houck, Oxman, Rudd, Shapiro, Smith, Valdez)

Items of Interest from Commissioners

Commissioner Shapiro – The Portland Plan fair workshop was at the zoo this past Sunday. It was well-attended, but there is a huge amount of information to share with people to be absorbed. If there were a way to make it briefer, that would be great.

Chair Baugh – confirmed *Commissioner Shapiro's* comments and also noted the exhibitors and booths were very informative about various parts of the Portland Plan and beyond.

Commissioner Houck – At the March 21st event at Jimmy Mak's, Gail Ackermann will discuss the potential for "Climate Refugees" in Portland.

Portland Climate Adaptation / Preparation Planning

Action: Briefing / Scoping

Michael Armstrong, Michele Crim; Kaitlin Lovell, BES

PowerPoint:

○

Michael Armstrong: Today's presentation will lay out the direction and ask for guidance about what we are considering in the climate adaptation and preparation work.



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This section of the Climate Action Plan includes several related actions to be completed by 2012, including:

- Preparing an assessment of climate-related vulnerabilities, strengths and resiliency of local food, water and energy supplies, infrastructure, transportation and freight movement, floodplains, watershed health, public health, public safety, social services and emergency preparedness, and
- Developing a climate change preparation plan that analyzes and prioritizes preparation actions to manage risks and increase overall flexibility and resiliency, assigns responsibility to appropriate bureaus or departments, and ensures that disproportionate impacts on vulnerable populations are addressed

Several bureaus have been doing significant work to address climate change issues. But there has been nothing systematic that looks at all city functions, so this project will review major impacts across the city to identify needs that are not yet being addressed.

Kaitlin Lovell: We will also be working with Metro and Multnomah County. And the Climate Leadership Institute (an Oregon non-profit) is currently talking with multiple local governments in the Willamette Valley (including Portland) about opportunities to collaborate on climate adaptation planning at a more regional scale.

CLI also has published *Building Climate Resiliency in the Lower Willamette Region of Western Oregon*. Ecologically, Portland is a small part of a larger system, so need to account for areas.

The State of Oregon in December 2010 published *The Oregon Climate Change Adaptation Framework*. It is limited as a Portland-specific tool, but it is a good starting point that Portland's work is complimenting and building on.

Defining "adaptation" – by this we are looking at the effects of changes that we know are going to happen. Even if all carbon emission stopped today, we would still have 50 years of climate change that will continue.

Commissioner Smith – how do we balance the message of adaptation with needing to continue to do mitigation? Is there a public outreach plan?

- Michael Armstrong: the reality is that climate is changing, and it's urgent to reduce emissions. Historically the focus has been on reducing emissions. Now we need to elevate the adaptation work now too. We don't currently have a plan for public outreach around adaptation, and one of the outcomes of this process will be to make recommendations about this.

Commissioner Houck – noted he is happy to be hearing about "the other half" of what needs to be done in terms of adaptation and preparation/planning.

Commissioner Shapiro – some people believe climate change is not an issue. How will you answer those questions?



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- Kaitlin Lovell: we haven't yet done a broad solicitation of input. We have scientific data on measureable changes that change is happening, and our systems will be stressed by that.

The Intertwine's Regional Conservation Strategy is part of the regional effort that pulls together conservation, acquisition, a regional system, transportation, and education to further the network of trails, parks and natural areas: effort to focus on smaller scale of Lower Willamette and SW WA.

Observed changes in climate over the last century for Oregon and the Northwest (from CLI) include:

- Annual average temperature has risen 1.5 F over the past century, with some areas experiencing increases up to 4 F.
- Loss of Cascade snowpack by 18-20 percent from historical averages.
- Shifts in seasonal distribution of stream flows.
- Sea level rise of 2.8 - 3.1 mm per year.
- Decline in glaciers.

Projected changes include:

- Warming trends
- Precipitation pattern changes
- Less snowpack
- Streamflow changes
- Increased wildfire
- Vegetation shifts

Potential impacts include:

- Increased flooding and landslides due to extreme precipitation events
- Increased heat and drought
- Increase in extreme events (precipitation, fire, wind)
- Increased wildfire frequency and intensity
- River level rise (as a result of sea level rise)
- Loss of wetland ecosystems and service
- Air and water quality degradation
- Further stress on habitat for species of concern
- Providing opportunities for invasive and generalist species (and loss of specialist and low mobility species)
- Increased breeding grounds for waterborne disease (e.g. West Nile virus)
- Increased intensity of urban heat island effect
- Power outages (due to heat waves and extreme weather).

Michele Crim: Climate Adaptation Planning is complicated, especially when downsizing data to a local level.

We have proposed three broad categories to evaluate and address climate adaptation

- Natural Systems: aquatic and terrestrial ecosystems and species



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- Built Systems: public works infrastructure (e.g. water and sewer), communication and transportation infrastructure, buildings, utilities (e.g. electricity), etc.
- Human Systems: public health, education, emergency services, economy, etc.

Phase 1 will focus on:

- Natural Systems (with the current Natural Resources team at City – staff from BES, Parks, BPS)
- Built Systems (limited scope to include staff from Water, BES, BPS, Parks, PBOT and the County's roads and bridges staff)
- Human Systems (Limited scope - Public Health) – Multnomah County sustainability office and the County health department

Phase 2: Will include buildings, emergency preparedness, natural hazards, power and communications infrastructure, etc.

Expected End Products

- Identification of likely changes in Oregon's climate conditions
- Determination of the likely consequences, in Portland, of those changes over the next 40-50 years
- An assessment of the basic City bureau capacities to address the identified risks; and identification of additional research and partnership needs
- Identification and prioritization of immediate/short-term and long-term actions to address the risks
- Determination of mechanisms to increase/institutionalize climate change adaptation considerations in decision-making moving forward
- Identification of our existing adaptive capacity (strengths)

Timeline

- Each of the groups will likely progress at a different speed, given the complexity of the various issues that will need to be addressed, and the availability of risk and impact data and information
- The Climate Action Plan calls for these efforts to be completed by the end of 2012, and our expectation is that these initial Phase I groups will have their work completed in about a year to a year and a half (mid-2012)
- As Phase 1 projects get further underway, we will evaluate the best timing, approach and partners for the other topic areas (e.g. buildings, emergency preparedness, power and communications infrastructure, economy)

Questions from Commissioners

Commissioner Hanson – about the end products – will this ultimately effect zoning and building in City?

- Kaitlin – an example is in FEMA's designation of flood plains. The national study will effect Portland zoning, and green streets and ecoroof integration can help respond to climate change more directly.



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Commissioner Houck – what authority will the City have beyond the FEMA mapping (which has not been very proactive)? Is there a possibility for expansion of the flood plains maps, for example a 500 year flood plain versus the current 100 year mapping?

- Kaitlin – when looking at infrastructure analysis, a scenario-type work about flood plain would be more hypothetical but could be given back to FEMA. FEMA is conducting a national study that BES has responded to.
- Michael – there are statutory limitations on FEMA’s ability to project forward, rather than reflect what has happened in the past.

Commissioner Houck – brought up the Human Health Precautionary Principle... this should be the direction we should be going towards in this work in using caution and planning for a worse case scenario

- *Commissioner Oxman* – Climate is more chaos-driven than predictable e.g. West Nile Virus (never impacted Portland). The challenge to how much and to what extent we apply the Precautionary Principle.

Commissioner Smith – in the transportation realm, the biggest challenge in Portland seems to be when the weather is right above or below freezing... will that equilibrium point change?

- Michael – we need to be aware of the non-linear points of all the systems and figure out the system points changes and which will be relevant in Portland (e.g., a change in temperature from 45 to 40 degrees may not be too significant, but 35 to 30 degrees matters a lot).

Commissioner Houck – at a Federal level, the Forest Service is diverting much attention to urban centers. How can we harness and leverage local feds in this work?

Commissioner Oxman – we often come to issue of climate change with lens of what we doing and current interests. Biggest challenge is maintaining clear eye on what is predicted. Try to create a nimble response.

- Kaitlin – flexibility, resilience, opportunity are key words coming out of this work. With uncertainty, we will have built the systems with enough flexibility to withstand and respond.

Commissioner Baugh – how do we connect human systems with the infrastructure? As events are greater, how can we ensure people can still get around? We should look at cooling center development and other relief concepts.

Michael – as this project takes shape, the project team will return to the PSC for more input and discussion.

Urban Food Production Project

Action: Briefing / Scoping

Julia Gisler, Steve Cohen, Amy Gilroy

Documents Provided:

- Food Project Flyer
- PAG list



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Steve Cohen: This project is working to establish zoning code regulations for urban food production and distribution activities that support Portlanders' access to healthy food while ensuring that surrounding neighborhoods are protected from impacts such as noise, traffic and pollutants.

The project will address 5 topic areas:

- Urban food production
- Community gardens
- Farmers markets
- Community food distribution points
- Animals and bees

Input and background:

- Food Policy Council report on Farmers Markets in 2004
- The Diggable Cities second project report (2005) – 6 tech advisory committees, including one on zoning as it related to urban food issues
- FPC subcommittee continues to look at issues

Julia Gisler: We have a public participation process in works. We're also working with BDS and Parks and PBOT about the zoning code and will later work with Water and BES. We'll also coordinate with larger partners such as the FPC and Multnomah County.

The project is timely – zoning code regulations for food distribution/production are old and based on large scale farms (outside of the Urban Growth Boundary). In the city it is more of an after thought. Now we also include how we think of food – healthy, affordable food issues; connecting food to community; etc.

The zoning code is a powerful tool to how we organize uses of land and activities, which impact how people live, neighborhoods, etc. The project thinks of increasing what we want to see: activities for food activities and looking to relax some code. We also need to balance what the impacts are to surrounding neighborhoods and especially impacts on residential neighborhoods.

Another goal is to make code more approachable – via connection to food. Outreach materials being made more approachable. With public outreach, we want to connect code and values of community.

The project is first getting conceptual buy-off before working on the zoning code itself. The team is providing basic information and talking about broad concepts.

Timeline

- Concepts document this May
- Start to write draft zoning code language – draft in fall
- Project to return to the PSC at the end of 2011 with recommendations

Project advisory group

- FPC – work with food production and distribution committee to gather background info to identify topic areas



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- Met in January to talk in groups on the 5 topic areas. But there is much overlap between the 5 areas.
- PAG members connect the project with lots of groups

Amy Gilroy (OPHI): we are working to integrate health into a code project and the built environment. OPHI and BPS are funded on this project through a federal Communities Putting Prevention to Work grant received by the County Health Department that seeks to integrate health considerations into planning and land use issues. Other subgrantees include Metro, Gresham, BPOT, Urban League and local school districts.

OPHI will document the health impacts of the zoning code recommendations. Generally there are many positive impacts in this project (access), reducing food costs, improve local food economy. But there are also potential environmental issues (top soil run-off, pesticide exposure) that will be addressed too.

Commissioner Valdez – when I think of Portland, this is the type of project I think of. My concern is that I don't see any Latinos on this PAG. Affordability and accessibility are a concern. Code should encourage people to do this.

- Julia – zoning code and equity is difficult. What I see our role in this effort is to “get out of the way” of urban food production.

Commissioner Rudd – do you anticipate updating the home occupation part of code?

- Julia – we're looking at all aspects of code. We can make the case that what we're allowing with food is what we're allowing people with home occupation.

Commissioner Shapiro – this work certainly fits with the Portland Plan's 20-minute neighborhood concept. I'm also interested with what you're going to come back with about zoning and animals.

- Steve – currently you can have 3 specified animals without permit (chickens, goats, birds). If you want more, you have to go to the County for a permit. With bees, an owner needs neighbors' sign-off within 150 feet of the hive (most currently are likely not getting them right now).

Community gardens are not defined in code. Neighborhood and Parks/community gardens need to be defined in terms of what is/not allowed. One thing that is not allowed are sales from community gardens.

Urban food production – backyard gardens, selling at farmers markets – this is not clear if it is legal in current code.

Community food distribution points (e.g. CSA drop off points) and mobile food carts are other points to look at in terms of access issues.

Commissioner Gray – schools are great places to think about for community gardens to bring communities together. We would like to have places to grow food and share with the community. The farmers market at Parkrose High School has been a great way to bring community together.



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- How are meetings advertised? Julia – we went through the FPC subcommittee initially. The PAG is a self-selected group of food advocates. Then we will go to the wider community for public review, which is where we're starting to think about how we approach.
- Food pantries and connection to SUN school – food going home on the weekends? That is about food distribution. Steve – we don't have a connection yet, but that could be a connection to look at in the zoning code.

Commissioner Smith – farmers markets have been frustrated with finding a permanent location... they could be a cornerstone of Healthy Connected Neighborhoods strategy of the Portland Plan. For CSAs and drop-off locations, is there a balance point or level of activity threshold of the number of members who can pick up product at a private home?

Commissioner Oxman – specified the animal ordinance and his promotion of community agriculture and animal-keeping. We should aim for a more permissive environment coupled with efficient, effective ways of dealing with abuse of code. Also, in terms of community involvement – you can get good involvement from diverse audiences, but you have to make sure activities happen on their terms – for example in the evening, by providing childcare, etc.

Commissioner Rudd – on the schools and issues, keep in mind that schools are currently zoned residential. Do we need to zone schools differently?

- Julia – that will be one of the zoning issues – looking at schools and hospitals and the question of existing conditional use and additional requirements, such as parking spaces.

Commissioner Houck – served on Park Board and noted he is happy to hear there are other options than relying on Parks to spread community gardens throughout community. Especially on a budgetary level, this is a good thing.

Commissioner Ovalles – looking at who engage in community, the project should look at food deserts and people who don't have access currently. At community centers and organizations that have emergency food box programs – are there rules prohibiting distribution of community donations there?

- Steve – we have tried to do that in the past... for example, Plant a Row for the Hungry (Oregon Food Bank participates in this national program). The City Hall garden also has a sign to publicize this program.

Food deficient parts of the community – the project is looking at how to address food deserts through zoning, increase opportunities to grow own food.

Commissioner Ovalles – Even if you give access to healthy foods to youth (especially), we have to encourage working with children and families on food choices.

Baugh – it would be interesting to look at the dietary impacts as you look at these policies, especially in outer east. How can we impact, and what would be the results of change to obesity, etc? We want to be sure to integrate this project with PP... also - inclusion in plan and process is important.



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The project team will return to the PSC for an interim plan check in after the first public review, prior to writing code.

Portland Plan Update

Action: Briefing

Eric Engstrom

PowerPoint:

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Document Provided:

- Portland Plan adoption process diagram

Today's presentation is an orientation to the next steps of the Portland Plan (PP) over the next few months.

In this calendar year, staff is going more public with the Comprehensive Plan development. Out of the Portland Plan background reports and action areas, we are working on the PP 5-year strategies as well as the full range of policy issues in the Comp Plan.

The PP's Equity definition is adapted from Coalition for a Livable Future's definition – We achieve equity when everyone has access to opportunities necessary to satisfy essential needs, advance their well-being, and achieve their full potential.

Commissioner Smith – sat in on Education break-out group at the PP fair last week. People were supportive, but how does this tie into curriculum issues and things not in the sphere of City? Are we connecting school districts and PP work? How do we present at the fairs?

- Joe – predominantly, these are the PPS initiatives you're asking about. An explicit link with PPS' high school redesign is not necessarily in here, but key elements are. This is a pipeline to the ability of the kids to succeed and to improve the success of the high schools as well.

Commissioner Gray – milestones were developed by PPS over the last 2 years. At the Portland Superintendents' meeting this month, we are looking at all Portland school districts adopting these measurements from Cradle to Career... that every child will:

- Be prepared for school
- Be supported inside and outside of school
- Succeed academically
- Enroll in some form of college
- Graduate and enter a career

Economic Prosperity and Affordability: Efforts and Investments

- Business success and living-wage job growth
- Household prosperity and affordability

Healthy Connected Neighborhoods (HCN)

- Create vibrant neighborhood hubs



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- City GreenWays – natural systems; connection between and access to parks; civic major streets
- Health in Decision Making

Smith – the HCN strategy is the synergy of 20-minutes neighborhoods and CityGreen.

- Eric – yes; without connections, people thought we were talking about ghetto-ization. By connecting the neighborhood concept with greenways, it is clearer we're not trying to keep people in their specific neighborhoods.

Next Steps for Portland Plan

- Public comment on the strategies at March fairs: March 2nd, 6th 10th and 12th
- Hold dozens of meetings with residents, neighborhood groups, businesses and other organizations
- Refine strategies: March through June 2011
- Draft Portland Plan: July 2011
- Develop implementation partnerships: March through December 2011
- Adopt Portland Plan: December 2011

Comp Plan is on a longer timeline (thru 2012). It needs the strategic plan portions of the PP prior to working through. We will be mapping for another 2 years (district level planning included).

Commissioner Houck – so on the diagram of the PP, the Comp Plan process will address environmental issues, so the strategies of the PP are the initial work. We have another whole process to look at Title 5, 13, etc.

- Joe – yes. The Comp Plan is a tool for decisions. Development of policies in the Comp Plan is what the next 2 years is about.

Commissioner Smith – is concerned about timing issue, especially about broadband. Is there a path to incorporate that work into PP?

- Eric – we thought about broadband within the economic strategy. The intent is for it to be in this strategy to incorporate Office of Cable Management work, which has looked more fully into broadband strategy.

Commissioner Gray – is the Comp Plan more about infrastructure and nuts and bolts with PP as actions w/measures? Eventually what would be helpful is one document with how PP fits into Comp Plan

- Eric – part of the PP report needs to spell out role of Comp Plan and development
- Joe – this has been the most difficult part. Comp Plan is a bit esoteric, so we can use the PP to bring forward priorities to “make it real” for people.

Chair Baugh – does the draft plan include not only strategies but also the factual basis component too?

- Eric – The plan will refer to the background reports; Comp Plan will also use these basic facts. We will adopt background reports (required by State; in July at PSC) and the strategies in the fall.



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Eric – in upcoming PSC meetings, we will bring strategy subject areas and stakeholders to dig further into strategies.

Lake Oswego to Portland LPA

Action: Work Session

Patrick Sweeney, PBOT; Paul Smith, PBOT; Emily Roth, Parks

Documents Provided:

- Project Management Group LPA Recommendation
- Steering Committee LPA – with alignment options for further analysis – Recommendation
- Proposed amendment to the PMG LPA Recommendation

Chair Baugh and Commissioner Rudd recused themselves from this project.

Commissioner Shapiro led this portion of the meeting.

Update of project schedule

- February 28th – Steering Committee voted in favor of proposed LPA from the Project Management Group (PMG)
- Project and partners will each review LPA
- April 20th – LPA to City Council

Commissioner Smith provided a recap from the PSC work already done with this project:

- *Commissioners Smith and Hanson* were a subcommittee that reviewed the DEIS for the project
- PSC provided comments to Mayor (who is a member of Steering Committee)
- Discussion with Parks Bureau (*Commissioners Houck and Hanson*)
- Now working to provide input for City Council decision on April 20th

Emily Roth provided an overview of Parks' input to the project and areas impacted.

We're trying to make competing interests into complimentary interests. Parks has been participating and giving input to PBOT for this work and the regional trail work. The trail project is a Metro project but should be coordinated with these efforts.

The cumulative impacts of 3 projects in the area (LOPT; Sellwood Bridge; trail project) is of concern in terms of possible impacts to the waterfront and local area. We want to ensure the impacts are fully addressed and mitigated. A refinement plan will look at all 3 projects together for natural resources and recreation access. Concept designs, tree canopy, access to parks are all parts to review.

Commissioner Smith – a refinement strategy for cumulative impacts to be included in letter from PSC to City Council. If it were specific to the transit project, we would look to transit to fund. Who will pay for it?

The PMG's next steps discussion has started. Some funding will be provided in this next step toward the Parks/mitigation work. Coordination will be key to funding.



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The February 14th PSC letter is comprehensive and consistent with the LPA. The letter also mentions areas of concern from the Commission.

Next steps – Patrick will draft an exhibit and will share with PSC to incorporate language Emily included.

Patrick – suggested that in the recommendation letter should include in the resolution something along the lines of “please consider endorsing the LPA recommendation and also see exhibit ‘X’ that describes the coordination concerns re: issues to review”.

Smith and *Hanson* will review draft letter.

Patrick – in addition to Parks, will be checking in with other bureaus to ensure their concerns are noted as well.

Commissioner Houck – interested in hearing more about the trail itself since there is still outstanding work with that project.

Smith – with each streetcar project we have gotten better with bicycle compatibility, but there are still issues. We should be raising our game for each project so that the “interested but concerned” group of riders (60% of the population) is satisfied by the facilities. These issues include:

- Safe and comfortable crossing designs where bike facilities intersect the alignment
- Safe and comfortable treatments where bike facilities run parallel and adjacent to alignment
- Convenient access (including bike parking) to platforms, particularly those outside the Central City
- Good connectivity for the bicycle network in or near the envelop of the transit corridor
- Safe and comfortable bicycle access should be maintained without interruption during construction
- Project contingency funds should be sufficient to provide the ability to mitigate unintended impacts to bicycle facilities during or after constructions

Patrick – there are many opportunities especially with the combination of the 3 projects; it could be transformational for bicycle riders.

Commissioner Smith made a motion for the PSC to recommend to City Council adoption of the LPA and suggest Council include conditions for refinement studies for mitigation to parks and natural areas, include the noted bicycle language and ensure review of the regional trail considerations during the final impacts. *Commissioner Houck* seconded the motion.

Commissioner Hanson noted the statement should not include the specific word “mitigation” – but should be “consideration of recreation impacts” instead.

The motion, with the “consideration” phrasing, passed with a unanimous Aye vote.

(Y8 – Hanson, Gray, Houck, Ovalles, Oxman, Shapiro, Smith, Valdez).

Note: Following the vote, *Commissioner Houck* asked for clarification regarding *Commissioner Hanson's* request and the Commission's agreement to removing the word “mitigation”.



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Commissioner Houck expressed his concern that removing "mitigation" might be misconstrued. *Commissioner Hanson* responded that his objective in removing "mitigation" from the motion was that he didn't want mitigation to be the first choice, but avoidance of impacts should come first. The intention of the action was to first avoid negative impacts on parks, natural resources, and public access, including bicycle safety and access. If avoidance is not possible, then mitigation would be required.

Commissioner Houck then discussed this with Paul Smith and Emily Roth after the meeting, and they agreed that this was their understanding of what the Commission had requested; the addendum the will reflect that intent.

Commissioner Shapiro adjourned the meeting at 3:08pm.