

## Portland Planning and Sustainability Commission

Tuesday, December 13, 2011

12:30-4:00pm

### Meeting Minutes

**Commissioners Present:** Andre' Baugh, Karen Gray, Don Hanson (arrived 12:45pm), Mike Houck, Lai-Lani Ovalles (arrived 1:30pm), Gary Oxman (arrived 12:55pm), Michelle Rudd, Howard Shapiro, Jill Sherman (arrived 12:50pm), Chris Smith, Irma Valdez

**BPS Staff Present:** Susan Anderson, Director; Joe Zehnder, Chief Planner; Eric Engstrom, Principal Planner; Julie Ocken, PSC Coordinator

**Other City Staff Presenting:** Courtney Duke, PBOT; Art Pearce, PBOT

*Chair Baugh* called the meeting to order at 12:34pm and provided an overview of the agenda. He noted that the Transportation System Plan Technical Amendment I: Post-2007 Plans and Projects General Update project will not be presented or heard at today's meeting.

### Items of Interest from Commissioners

*Commissioner Smith:* The Barbur Concept Plan open house last week. The PSC will have a briefing about this and the SW Corridor plan overall on February 14.

*Commissioner Houck* noted the Working for Clean Rivers calendar commissioners received today from the Bureau of Environmental Services, which relates to today's *The Oregonian* article about changing attitudes about the Mekong Delta based on Ecosystem Services research from PSU's Institute for Sustainable Solutions' professor, Bob Costanza. Costanza invented the term ecosystem services to document the economic value of nature to humans, their institutions, and the environment. *Commissioner Houck* said he hopes to direct that more of this type of research is applied to policies in to Portland as well. The BES Calendar focuses on projects relating to green infrastructure and ecosystem services, which highlight the value of natural resources and what they mean to us economically as well as aesthetically.

### Director's Report

Susan Anderson:

- Budget - The Mayor has directed bureaus to prepare 4, 6, and 8 percent cut packages to the on-going general fund, which is substantial. We've also received notice from Metro that they will cut funds to the City. At the 01/10 PSC meeting, BPS staff will provide an update about what these cuts mean for BPS.

### Consent Agenda

#### Consideration of Minutes

From 11/08/2011, 11/15/2011 and 11/29/2011 PSC meetings

*Chair Baugh* asked for any comments or edits by Commission members. *Commissioner Houck* moved to approve all three sets of minutes; *Commissioner Valdez* seconded.

The Consent Agenda was approved with an *aye* vote.

(Y7 – Baugh, Gray, Houck, Rudd, Shapiro, Smith, Valdez)

### Regular Agenda

#### Portland Plan

Action: Work Session  
Eric Engstrom; Joe Zehnder

Document:

- Staff Memo

Joe provided an outline of today's discussion based on Memo (discussion guide):

1. Answering foundational questions - what is the impact of being a strategic plan?
2. Criteria staff has used to review action items in 5-year action plan.
3. Discuss the themes drawn from testimony given in hearings and in writing - with a recommendation for what staff should do to flesh out and prepare a response for the PSC to consider at the 01/10 meeting.

Staff is tracking public comments and preparing staff responses to each, but the PSC won't do a line-by-line edit of the Plan.

Staff also wants to be sure to hear other issues/themes PSC members may have that may not have been included in the staff list provided so they can be sure to address them for the 01/10 meeting.

Next Steps

- 12/28 written testimony closes.
- 01/10 work session for the PSC - staff will provide final packet prior to this meeting, which will include a draft letter outlining the Commission's instructions to staff with specific direction about the Plan's major themes. The PSC will also be asked to recommend to City Council adoption of the Plan based on thematic changes in the letter.
- 02/28 PSC meeting will be a review of the red-line of changes to the ensure direction given to staff was adequately responded to.
- City Council hearings will take place in spring 2012, after the budget process.

Representatives from many City bureaus are in the room today as a resource if Commissioners have more specific questions to ask.

Purpose and use of the Portland Plan as a strategic plan:

- Implement the plan through 5-year actions as a starting place.
- Build the actions into the City budgeting process (both annual and 5-year capital-improvement plans)
- BPS is working with OMF to roll the process into the upcoming FY12-13 budget; there are also discussions with non-City government partners in terms of budgeting priorities.

The Plan will be adopted by Resolution - meaning a public and serious commitment to coordinate the upcoming budgets around the noted priorities and proceed with actions in the 5-year plan.

Regarding the question about what it means for an action, project or objective to be "in" or "out" of the Plan:

- IN is a strong indication that the action aligns with the priorities as a core part of the Plan
- OUT doesn't mean the City won't take action. For example, all individual bureau projects are not explicitly mentioned, but projects will be advanced in accordance to each individual bureau's budget.

Policies didn't make this plan - policies still exist. Since this is a strategic plan, it forces bureaus and partners to align with strategies and to think in multi-objective ways, giving priorities.

Goals, objectives, 5-year actions are key components of the strategy. The section on Local Actions is illustrative to try to demonstrate that even though the Portland Plan is a systems plan, it will make differences in specific areas of the city, relevant to each specific area of the city.

Local actions may be misunderstood by the public - they are not all-inclusive, but people are concerned if their individual projects have not been included. Specifics in the Plan/section need to state that this is not a comprehensive list. Also, these are the same actions in the other part of the Plan, just reorganized by geography. The leap is that staff took the 12 measures of success and tried to translate them into a set with data down to the neighborhood level (and only some data is available at this small level; most of it is city-wide). Staff tried to demonstrate that type of thinking to highlight parts of the plan relevant to different areas of city.

*Criteria behind development of action items from staff include:*

- A. Efficient, multi-objective actions that leverage resources
- B. Positive equity impacts
- C. Alignment with bureau/partner strategic plans
- D. Likelihood of being started and/or completed in five years
- E. Clear, specific deliverables and measurable outcomes
- F. Willing lead partner

After revisions to the draft are made, the Plan will be reviewed with the following questions in mind:

- Do we have enough dependable “work horse” actions that we know will get the job done?  
These may not be glamorous or exciting tasks, but they are practical and useful.
- How have we addressed the nine action areas? Are we satisfied with the level at which each of the nine action areas were addressed?
- Do we have enough bold actions? Bold actions are inspirational actions that challenge ideas, have significant impacts but that may also be difficult to complete. Not every action needs to be bold, but there need to be enough bold actions to keep the plan meaningful and exciting.

The effectiveness of having a strategic plan for the city is to (and will be evaluated against) demonstrate multi-objective priority actions with some challenging “bold actions” included as well.

The strategic plan implemented through budgeting process could have 3 bundles:

- Operations and maintenance
- Programs related to growth, system expansion
- Programs related to change in how you do business

The Plan is mostly about growth and change.

Staff and Commissioners discussed options and questions about the criteria including:

Relating to criteria F, should items be in the Plan if there is not a lead partner already identified? Should there be a 95/5 percent rule about what percent of project in the plan do/don't already have a partner?

Do bureaus and partners have strategic plans with this time scope? This reaches out 25-plus years, so alignment with today's strategic plan doesn't necessarily imply there is long-term alignment. What is degree of alignment or how far outside is the Portland Plan?

- A strategic way to build the Plan is the way to align more willing partners. The Plan's 5-year actions include a review cycle and a plan to refresh the 5-year action cycle.

Should we combine criteria A&F? Can we add "integrate" to A with "leverage"?

In terms of leveraging resources, some bureaus and neighborhoods can better leverage financial and non-financial partners. From a private side, downtown could be better leveraged. Some bureaus and neighborhoods get at the front of the list because they have an option to use Federal funds and/or private investment. A "willing partner", "leveraging" and equity to be included in evaluating actions.

The Plan includes projects and what do we deliver today. Plus there is the "bucket list" for the future that you may not have funding for today, so we need to acknowledge the framework for when resources and opportunity become available.

General programs, not just land use-related ones, are included, so there is still an equity element incorporated in that respect. An action item needs to touch multiple areas to be included - but this should be more explicitly said in the criteria.

In the City, most bureaus have 5-year capital improvement plan. Many have longer-term strategic plans as to most agencies/partners. BPS is establishing budget meetings with various partners to integrate the Portland Plan in their budget processes.

The criteria of "positive equity impacts" should be used and viewed as broadly as possible, though this is difficult to define because we need to look at equity so that everyone has a fair chance.

PSC members' suggested edits to the list of criteria include:

1. combine criteria A&F? or F should be raised in the priorities
2. "integrate and leverage" as the phrase to be used in A
3. make sure we don't blindly leverage resources without looking at equity in a broad sense
4. "partners" could be used in place of "partner" in F
5. "multi-objective" should specify more than 1 action area
6. a broad interpretation of equity should be used in the criteria

### *Themes from testimony*

Building sidewalks (with alternate standards) in east Portland encompasses many of the themes; perhaps that is something to prioritize.

- *Basic Services may be insufficiently addressed in the Plan*  
The Plan needs to show better linkages on the relationship between the Portland Plan and basic services, which are primarily related to infrastructure and public safety. We also need to rethink transportation funding. Staff noted we have underrepresented change agents that fire, water and police bureaus may have. We have also asked bureaus and partners to look at how define level of services over next 5 years and how to operationalize equity impacts of infrastructure investments and programs. This lens also needs to provide a way of balancing equity needs with basis system needs, grey and green. We want to integrate the work and address equity - but there will be some issues/plans that are essential to meeting bureaus' strategic plans, and we don't want to kick these out. This should be a systematic approach to examine overall work and

how bureaus do their work going forward.

- *Equity and Disability*  
Accessibility issues are not sufficiently addressed in the Plan. Staff will work with the City Disabilities Commission on these issues to review the document as a whole for the presence of disability community regarding equity and actions in the strategies. The Equity TAG is still meeting, so that group can help to hone the section and reflecting concerns. Each of the groups caught in the umbrella of equity discussion are in different arenas, and there are differences in how long each group has been in the public face. The disability group is hard to track since definition is quite broad. We have heard that there is an insufficient stock of housing in Portland that is accessible, but in addition to subsidized housing, how do we make sure the market housing stock is accessible?
- *Resiliency, Emergency and Hazard Planning*  
This is a key concept in the Plan, but we may not highlight the issues thoroughly. Staff recommends adding actions or policies that relate to the Local Energy Assurance Plan (LEAP) process and planning efforts currently underway at the Portland Bureau of Emergency Management. There can be additional actions or text amendments to actions already included. We also need to integrate that through hubs, we should identify places to have emergency services and neighborhood emergency teams. There was a recommendation to consider adding hubs to ensure there are sufficient areas for people to go to in an emergency. How do you build resiliency in the community? LEAP is discrete element, but preventive mitigation and networks are key parts to emphasize.
- *Youth*  
Staff will review the specific actions recommended by Multnomah Youth Commission representatives, such as expanding the Youth Pass program and supporting the Multnomah Educational Service District Outdoor School for inclusion in the Plan. The youth pass is a strategic tool for the city, which we hope to expand to the region (it's only for PPS students currently). These are the formative years for developing habits about using various modes of transportation. Staff also recommends a discussion of whether the PSC should establish a formal and on-going relationship with the Multnomah Youth Commission, like an annual check-in between PSC and MYC. What about as an advisory member of the PSC to empower the youth? Also, we should look at adding a connection between youth and police.
- *Multigenerational City*  
We have had a major push for youth and education for the 25-year horizon of the Plan, but we also need to address other ages in the population. Staff recommends developing additional text that highlights the actions and policies that support the needs of an aging population and will make Portland a great place to live for Portlanders of all generations. The could include all aspects of the Healthy Connected City strategy (transportation, housing, access in general). What about elders as a resource for the city? That concept could be included here. The city should work as a "human ecosystem" where building works when you have children, parents, elders in the same places.
- *Active Transportation and Bicycling*  
Biking is an economic and transportation option throughout Plan. The perception that the plan insufficiently addresses biking is that we have not made the case for active transportation to the objectives, especially in the Healthy Connected City strategy and the relevance of active transportation for health as well as climate action initiatives. Staff recommends adding additional text focused on the relationship between health and active transportation. The section would provide a clear definition of active

transportation and describe the benefits of active transportation for personal, community and environmental health. It would also include references to bike, transit and pedestrian-related actions in the plan.

There was dramatic improvement from past draft, but some feel it still missed the mark on some specific deficiencies in action items and totality of what bikes offer to the city in terms of health and prosperity. The Bike Master Plan has major city bikeways noted, but this is unclear where it fits in the Portland Plan. Are civic corridors major bikeways with separate bike streets? We rely on a greenway network, but this usually parallels the major commercial street. We need to think about how to get to your destination from side street that you're biking on for safety and that "last quarter mile". We still need better facilities on the main streets and continued education for safety, though Portland has become statistically safer for people using all types of transportation as there are more cyclists on the road.

Language-wise, we need to be clear on how it's used with and among all partners: is the correct phrasing "active transportation" or "walking, biking and transit"? The Plan also needs to make a clear connection to The Intertwine and the natural transportation element. But we need a balance in active transportation, not just bikes. Future generations need to see that we're equally concerned about transit and walking in the Plan.

- *Community Action*  
Staff recommends adding information to the implementation section that would provide community members with a path to support and help implement the Portland Plan. This responds to how people can engage in implementation of the Plan and could address the concern that ONI doesn't show/isn't listed as a partner in the Plan. Activities like local action plans are one way to frame this; another could be to define household-level actions that are relevant to advancing a particular strategy. Also, what about having NGOs sign-up as a partner for different actions?
- *Implementation*  
This section needs to be more specific than as it currently is in the draft. BPS staff recommends revising the Implementation section of the Portland Plan to be more specific and provide a clear plan of action for implementation.

We should add an action to direct the City to review the budget; specify when the Plan will be evaluated and revised; express the relationship between the Framework for Equity and Implementation; and create a workplan that provides Portlanders with a mechanism to become more involved in implementing the Plan. Adding specificity needs to include culturally-specific language about who "Portlanders" are so all communities relate to the Plan.

- *Healthy Connected City: Adaptation and Relationship to Economic Prosperity and Affordability*  
Staff recommends adding text to the Plan that explains the benefits and synergies between the Economic Prosperity and Affordability strategy and the Healthy Connected City strategy. Staff recommends revising text to recognize the importance of protecting the environment for future generations and adding text that recognizes the intrinsic value of nature. Implicit in the HCC strategy were actions about affordability and economic success, but the linkage was not completely clear. Also, PDC, BDS and BPS should be more involved, especially relating to small business. PBA should also be a part of the conversation too.

- *East Portland*  
It is widely acknowledged that East Portland has borne a significant amount of growth but has not received all the infrastructure investment needed to support its growing population in a healthy way. Staff recommends adding additional text that points to recent investments in East Portland, particularly those made by PBOT, and efforts to continue that investment over time. This will add clarity/emphasis where it's most relevant to strategies and growth for the city. Staff could also review the East Portland Action Plan to include those actions in the Plan to help leverage them.

Should East Portland be pulled out as a separate chapter? How would we draw the line for other parts of the city with unique issues? There is a recognition to keep this area of the city at the forefront. Perhaps there is a 1-pager "business case" about why the Plan highlights additional points about East Portland, then we would integrate and highlight that throughout Plan in terms of investments.

- *Housing*  
Staff recommends revising the housing policies and actions in the Plan to better align with the Portland Housing Bureau's new strategic plan. This is something staff are aware of that will involve a number of updates. They will also need to look long-term to ensure we're not acquiescing to business-as-usual. This is part of what The Big Look Limited Tax Exemption group is trying to review.

There is also the link between physical readiness of a place and building in a specific location, which is relevant to the Comp Plan. We have to open up opportunities throughout the city, not just look at areas where it's cheap and easy to build. How do we create these "bonuses" in the Comp Plan to help drive housing? There is a need for a greater focus on what the roles are and who they are for housing.

If PSC members have additional themes to review, please send them to staff today.

- Of note was a question about the testimony about the role of historic preservation in the Plan. An inventory is listed, but no other active strategies noted in the Plan. What about the value they offer?

For projects that may be added, Commissioners request to have background information about the vetting each has gone through to be included in Plan. Commissioners should also send in final comments within next 10 days to BPS so staff can have time to respond adequately prior to the 01/10 meeting.

## **Transportation System Plan Technical Amendment II: Portland-Milwaukie Light Rail and Land Use Final Order Amendments**

Action: Hearing / Recommendation  
Courtney Duke, Art Pearce, PBOT

*Commissioner Rudd* recused herself from this project.

Today's project is about implementation of the Portland-Milwaukie Light Rail and is a minor amendment to the TSP, which encompasses the transportation components of the Comp Plan. As part of Portland-Milwaukie Light Rail, a number of changes had to be made to the TSP. This also required a Land Use Final Order (LUFO) - a Federal order through Metro - that directed these changes that PBOT is now implementing.

The project is listed in the 2002 and 2006 TSPs and is now in the implementing stage. As a part of this, 4 previous City Council decisions were made by resolution (Water Ave realignment;

Clinton to River multi-use path; North Macadam; So Waterfront Street Plan), which informed the LUFO, and now LUFO informs the need to amend the TSP.

The amendment is to reflect a project that will be built, so that it is in alignment and meets the Federal requirement.

All 4 previous projects had public involvement and outreach; this particular project had an open house in September. This is a hearing because there is not a process in our City code for LUFO amendments, so we want to be sure to give the public an opportunity to comment. There will be a hearing at City Council as well.

Main changes include:

- Maps and language changes to be incorporated in track changes to Council
- Draft ordinance w/findings will go to Council

Regarding the SW Moody bike classification change: this is a major city bikeway because it is still in the right-of-way of a street versus a separate trail. The edit is to keep this listed as a city bikeway (not an off-street path). The amendments meet requisite goals and policies.

Staff proposes that the Planning and Sustainability Commission recommend that City Council take the following actions:

- Amend the City's Transportation System Plan, the Comprehensive Plan, and the Public Facilities Plan as specified in the memorandum; and
- Adopt the ordinance as drafted.

*Chair Baugh* asked for and closed testimony.

We're under periodic review, which includes TSP updates. There is an allowance for minor amendments to implement existing projects already in the TSP, and this project fits that criteria. Also the Federal government requires the City to implement it; DLCD approved as well.

*Commissioner Houck* moved to amend the City's Transportation System Plan, the Comprehensive Plan, and the Public Facilities Plan as specified in the staff memoranda dated 10/18/2011 and 10/25/2011; and adopt the ordinance as drafted. *Commissioner Smith* seconded.

*Chair Baugh* restated the motion, and the motion passed.

(Y9 – Baugh, Hanson, Houck, Ovalles, Oxman, Shapiro, Sherman, Smith, Valdez)

## **Adjourn**

*Chair Baugh* adjourned the meeting at 3:30pm.