

Portland Planning and Sustainability Commission

Tuesday, April 24, 2012

5:30-9:15pm

Meeting Minutes

Commissioners Present: Andre' Baugh, Mike Houck, Don Hanson, Lai-Lani Ovalles (arrived 5:45pm), Howard Shapiro, Jill Sherman (arrived 5:50pm), Chris Smith, Irma Valdez

Commissioners Absent: Karen Gray, Gary Oxman, Michelle Rudd

BPS Staff Present: Susan Anderson, Director; Eric Engstrom, Principal Planner; Sandra Wood, Supervising Planner; Karl Lisle, City Planner; Steve Cohen, Food Policy; Julia Gisler, City Planner; Jessica Richman, Code Writer; Julie Ocken, PSC Coordinator

Other City Staff Present: John Gillam, PBOT; Stuart Gwin, PBOT; Keith Witcosky, PDC; Daniel Ledezma, PHB

Chair Baugh called the meeting to order at 5:30pm and provided an overview of the agenda.

Items of Interest from Commissioners

- *Chair Baugh* thanked members of the commission and BPS staff who testified at Council for the Portland Plan last Wednesday evening.

Director's Report

Susan Anderson

- Thanked PSC for their work on the Portland Plan; Council will vote tomorrow. There has already been lots of interest from other cities about the plan.
- Happy Birthday to *Commissioner Houck*.
- May 3 is an additional PSC meeting at the housing bureau.

Consent Agenda

- Consideration of [Minutes from 04/10/12 PSC meeting](#)

Chair Baugh asked for any comments or edits by Commission members. *Commissioner Shapiro* moved to approve the minutes. *Commissioner Smith* seconded.

The Consent Agenda was approved with an *aye* vote.
(Y6 – Baugh, Houck, Hanson, Shapiro, Smith, Valdez)

Outer Powell Conceptual Design Plan

Briefing: John Gillam, PBOT; Stuart Gwin, PBOT

Documents:

- [Briefing Text](#)

As a follow-up to the April 10 PSC meeting briefing, Stuart Gwin gave a brief recap of the plan and invited members of the Community Working Group to speak about their involvement with the development of the plan.

- Tom Lewis, Centennial Community Association: There has been much involvement and interest from the community around the development zone. The East Portland Action Plan had given \$60,000 toward the study to meet with ODOT and PBOT to have the

- discussion about what residents want the area to look like; it was a rewarding experience. From the initial perspective from the transportation departments, residents were able to influence and make the plan better for those living there. Most of the recent development has been influenced by planning and zoning departments (e.g. buildings abutting the curb-line; numerous multi-dwelling units). He is very much in favor of acceptance/adoption of the group's input.
- Teresa Keishi Soto, representing OPAL and herself: OPAL organizes partners to secure safe transportation, especially for those who use the bus system as their sole means of transportation. Safety and well-being is key. Air quality is an important part of this. In the Powell area, there is a constant need for air filters in homes due to the amount of residue in the air. CWG met with PBOT and ODOT to renovate this section of Powell, where there are lots of kids and elderly in the area. The plan represents a vision for a vibrant, healthy, safe outer Powell community. In the future, impact on air quality should be assessed and evaluated before future changes.
 - Tom Barnes, Powellhurst Gilbert: is a co-chair of EPAP. Powell is a neighborhood street that often functions as a freeway. The vision from the CWG retains look/feel of a city boulevard while improving the area for residents and local businesses. With support of the Midway Business Association, there has been overwhelming support for the project. He requested plan be adopted at City Council, not just accepted. The CWG's 3-lane plan meets goals of those who live there, who drive through, as well as other concerns such as rainwater run-off.

Discussion

Regarding air quality, there wasn't a health impact assessment done in the process, but there were criteria to assess plan options developed by the CWG to be a basis for their recommendations.

At the last meeting, a CWG member expressed consternation that ODOT retained the ability to move the centerline of the street. The plan establishes property dedication and setback requirements based on the current centerline. The concern of the property owner is that if line changes would the project extend further into their property. This is not known at this time because there is not an engineered design. But the plan also allows for a constrained ROW design in some areas to reduce property impacts; all basic standards would still be in place. In some tight segments, some street standards would be slightly squeezed/compromised. Another factor is that the other side of the street is Ed Benedict park, and acquiring park land for ROW is difficult.

There are four components to how the plan moves forward at Council; the resolution will probably will say "adopt" the plan as non-bidding policy. (1) Council recognizes the plan; (2) directs PBOT staff to update the TSP to be consistent with plan; (3) directs BPS to make Title 33 amendments regarding setbacks; (4) indicate City support to ODOT regarding new dedication requirements consistent with plan.

PSC members noted they would provide a letter of support to Council for the plan. *Commissioner Shapiro* moved to provide a letter; *Commissioner Hanson* seconded.

A call to order was noted from a member of the audience wherein he noted this is not a land use decision, Powell Blvd is an ODOT property and the PSC should not be making an informal approval of the plan. Commissioners acknowledged his comment.

Comprehensive Plan Update

Briefing: Sandra Wood, Eric Engstrom

Presentation: <http://efiles.portlandoregon.gov/webdrawer/rec/4893388/view/>

Document: [Policy Framework Document](#)

The Portland Plan guides the development of the Comprehensive Plan. The Comp Plan is one of several implementation tools of the Portland Plan.

The Comp Plan is a state-mandated long-range plan that helps us:

- prepare for and manage expected population and employment growth;
- plan for and coordinate major public investments; and
- guide decision-making on land use, transportation, parks, sewer and water systems, natural resources, and other topics.

The three components of the Comp Plan include the map update; goals and policies (words); and the project list (capital projects built to achieve the plan's vision). It builds on data from the Portland Plan such as the BLI, background reports, EOA, growth scenarios as well as the existing Comp Plan.

The current Comp Plan was developed in 1980. We've done about 85 updates, but never a full overhaul - this update is comprehensive, our periodic review. The past Planning Commission recommended the workplan and approved it in September 2009. The 5 tasks of the workplan include:

Task 1: Public Involvement Plan - January 2011

- Formation of CIC (July 2009)

Task 2: Background Reports - Summer 2012

- PSC approved 24 out of 27 reports
- EOA, BLI, and Schools forthcoming
- An additional 7 reports adopted by reference
- City Council hearings to adopt all

Task 3: Alternative Growth Scenarios - Summer 2012

- Evaluation of four growth scenarios
- Evaluation criteria

Task 4: Policy Choices - present - Summer 2013

Required elements: land use map, economic, housing, public facilities, and transportation

- Develop proposals (PEG work)
- Publish Discussion Draft
- Public discussion/workshops
- Legislative process (PSC and CC)

Task 5: Implementation - October 2013

- Targeted amendments to Zoning Map
- Targeted amendments to implementation tools (Zoning Code, Inter-Agency Agreements, etc.)
- Adoption of Capital Project List

Public Participation includes: the CIC will continue through the Comp Plan. We are currently forming 8 Policy Expert Groups (PEGs); there will be workshops and relationships with non-geographic communities and DCL organizations; hearings at PSC and Council; and staff is using social media and web tools.

The State acknowledgement is task-by-task; we submit a report and update at each step. They have already accepted the CIC and its function.

Commissioner Houck indicated that one of the problems with the State land use program is that the Goals create a silo approach to land use planning and some Goals such as Goal 5 are purely process oriented. The Portland Plan and Comp Plan is our opportunity to take a more

holistic and integrative approach, and perhaps provide a lesson to other how to better integrate the state planning Goals.

The State program often creates silos; given our holistic and integrative approach in the Portland Plan, we hope to point out Portland as a place where we are looking at topics together.

PEGs are built around key items from Portland Plan that need to be translated and integrated into the Comp Plan. There will be conversations and integration between the 8 PEGs via multi-group meetings and forums.

Each PEG will be open to public, agendas, meeting minutes will be open, not just closed to staff. Each group will provide input on policies and updates in the Comp Plan. The 8 PEGs are:

- Community Involvement
- Education and Youth Success
- Economic Development
- Residential Development and Compatibility
- Neighborhood Centers
- Infrastructure Equity
- Networks
- Watershed Health and Environment

Staff provided an overview of what each PEG will be responsible and shared the Policy Framework Document.

Next for the PSC will be:

- Background Report Hearings at the May 8 meet:
 - Employment Opportunities Analysis (EOA)
 - Building Lands Inventory (BLI)
 - Public Schools
- PSC participation in the PEGs - staff will send to PSC commissioners recommendations about which commissioners are requested on which PEG.
- Scenarios Report.

Staff requested the PSC members suggest their other recommendations for technical or academic professionals who could sit on the PEGs. One example would be requesting involvement of PSU's Institute for Sustainable Solutions, specifically the work they are doing on green infrastructure and Ecosystem Services. We should enlist people like Fletcher Beaudoin and Bob Costanza from ISS to participate in the PEG teams.

Proposed Education Urban Renewal Area

Hearing / Recommendation: Karl Lisle; Keith Witcosky, PDC; Daniel Ledezma, PHB; Wim Wiewel, PSU

Documents:

- [Staff Memo to PSC](#)
- [Attachment 1](#)
- [Attachment 2](#)
- [Attachment 3](#)
- [Attachment 4](#)

Presentation: <http://efiles.portlandoregon.gov/webdrawer/rec/4890653/view/>

Karl introduced the plan and tasks for the PSC: the memo summarizes proposal and PSC's role - which is to determine if the Education Urban Renewal Plan is consistent with Comp Plan - and staff recommends that the plan is. The Plan will go to Council on May 9. The memo also refers to findings (attachment 4) and goes through Comp Plan goals to see how the proposal for the URA lines up with the goals and policies. This plan specifically helps achieve Goal 5 (economic development) and Goal 4 (housing).

Section 6 in memo (page 3) relates to the Portland Plan and how 3 integrated strategies fit with this proposal. The education URA focus is built on themes of the Portland Plan including partnerships and aligned resources. It is 144 acres with a debt limit of \$169M and a plan end date of June 30, 2041.

Conversations began in 2009 via a committee convened by Mayor Adams. This plan focuses the size and intent of the district specifically on education and partnerships.

The equity framework of the Portland Plan aligns with the goals of PDC; PDC is also looking at how they provide financial assistance and who benefits, becoming more intentional with giving out loans.

The URA comes at the right time for PSU - the school is seeing continued growth, but state disinvestment. The URA will accelerate PSU's growth by leveraging public and private investment to expand residential, commercial, classroom and research space within and surrounding the campus.

PSU had a \$1.5B regional impact in 2009-10. It is a research / export industry, with about 20% of the student body coming from outside Oregon. PSU's 25-year framework plan shows a need of over 4.2M square feet of additional space, which would cost about \$1.26B.

PSU's focus is on both access and excellence to make the region competitive worldwide. The Framework Plan also recommends that 40% of new development be set aside for the private sector. This will create a vibrant district, accommodating a range of uses and residents, in addition to University students.

URA will help achieve goals of the three Portland Plan integrated strategies:

- Thriving Educated Youth
 - Support facilities and programs that meet 21st Century opportunities and challenges
 - Build a culture of high expectations and achievement for all Portland youth
- Economic Prosperity and Affordability
 - Promote regional traded sector job growth
- Healthy Connected City
 - Prioritize human and environmental health
 - Coordinate the work of public and private partners

The partnership with Multnomah County is very innovative. The proposal has \$19M made available to the County over 20 years so they can leave some of their leased space and even build a new building within the URA. The County will lose some tax revenue but will ultimately have a highly educated population, eliminating possible costly expenditures in the future.

Finally, through the housing set aside policy there is \$46M towards investing in affordable housing in the URA. PHB's investments and program priority is to preserve and create low-income housing; the largest tool is Tax Increment Funding (TIF). PHB intends to continue to look at opportunities in the area to make investments and develop income guidelines - to preserve market-rate housing and housing with federal rate subsidies, which would continue in this URA. PHB's equity agenda will apply to this URA too.

Student housing is different from low-income housing. The set-aside can be used for affordable housing, but some federal tax credits cannot have full time students living in them. TIF money could be used for student housing as long as it doesn't have low-income tax credits associated. PHB is open to working creatively with PSU.

Lincoln High School is included in the URA and is adjacent to PSU. The site is underdeveloped, and PDC has looked at how to work with PPS to leverage private investment to generate taxes and create a revenue stream for PPS. Equity needs to be a consideration, and Lincoln doesn't have the most at-risk population; but any funds would go to PPS, not Lincoln directly, so this could be a benefit to the district in general. There was discussion with David Wynde (PPS) regarding PPS' impact from the TIF segregation. This is minimized because of the State equalization formula, and they will get more out of the district in capital than they lose in annual funding. But the other side of the equalization formula is that every school district in Oregon will see some reduction, and that includes all the other school districts other than PPS inside the City of Portland.

Testimony:

- Anne O'Neill: This proposal is a creative use of a URA as a tool to fund education. We also need to retain open space in the URA.
- Mary Ann Schwab: There are still unanswered questions, especially regarding equity in housing. We should support student housing only within the URA.

Other Testimony (written):

- Dave Porter
- Nohad Toulan, PSU
- Sandra McDonough, PBA
- Bill Naito, SOMA EcoDistrict Steering Committee

Discussion

Findings #50-51, relative to the Comp Plan, look at transportation, but there are no transportation projects in this URA. This is where we should be putting new development because transportation is already in place. We would expect ped/bike improvements and lighting to be improved as new development occurs in the district. We could spend funds on enhancements, but they are not a priority of the Plan.

\$11M is available in the first 10 years of the URA for housing. Most funding would likely support one project or a series of smaller investments to rehabilitate. This is current investment priority. There are not many home ownership opportunities in this URA given area and market.

Chair Baugh closed testimony.

PSC members noted that comments in their letter to Council should include:

- TIF is not a great tool to achieve equity - because it is localized and has to be spent within the URA boundary.
- PDC and PHB need to uphold the standards of if the equity question is being addressed in this URA.

Commissioner Shapiro moved to recommend that the Portland City Council adopt the Education URA Plan in its conformance with the Comprehensive Plan. *Commissioner Hanson* seconded. *Chair Baugh* restated the motion, and the motion passed.

(Y8 – Baugh, Houck, Hanson, Ovalles, Shapiro, Sherman, Smith, Valdez)

Urban Food Zoning Code Update

Hearing / Recommendation: Steve Cohen, Julia Gisler, Jessica Richman

Presentation: <http://efiles.portlandoregon.gov/webdrawer/rec/4893391/view/>

Document: [Proposed Draft](#)

The project includes zoning code amendments regarding food distribution and production with the goal to increase access to affordable, healthful food, especially for those with limited access by removing zoning code barriers to food production and distribution at a scale that builds community and protects surrounding neighborhoods.

Work included a Project Advisory Group and Portland/Multnomah County Food Policy Council.

The plan is an affirmation of the City's commitment to creating a stronger connection between Portlanders and their food, and it integrates health and equity, as per the Portland Plan guidelines.

Staff defined the topics, issues and code update proposals for the project areas:

- Market gardens
- Community gardens
- Farmer's markets
- Membership distribution sites - food buying clubs and CSA drop sites
- Animals and bees - at this point, staff does not suggest updates to the current code, since there are continuing conversations with Multnomah County, which administers the code.

Testimony:

- Amy Gilroy, Oregon Public Health Institute, has been working with staff on the plan to provide public health expertise. Good nutrition is a part of healthcare prevention. OPHI and staff worked to see how the zoning code could be a tool to establish permissible land uses since it isn't a good tool in achieving equitable access as it is currently written. In addition to the work done already, information should be produced in multiple languages to make it more accessible.
- Katy Kolker, Portland Fruit Tree Project and Food Policy Council member, and a member of the Code Development Advisory Group (CDAG), expressed support for the proposal. Each code amendment is the result of a comprehensive process where many voices were heard. The proposed code provides opportunity to remove unnecessary barriers to food production and distribution while strengthening the local economy.
- Josh Volk, Slowhand Farm CSA and member of Food Policy Council, as well as the CDAG, had looked at what other communities around the country are doing, which fed into the proposal. The proposed code options with different sizes and tiers will work for CSAs and food buying clubs.
- Leslie Polk-Kosbau, founder of the Portland Community Gardens Program at PP&R, also member of CDAG, expressed thanks for the CDAG and staff. Code amendments will help affirm Portland's culture to find creative solutions to providing fresh and nutritious food throughout the city, and the proposal builds in some leeway to promote health and wellness in the city.
- Chana Andler, VP Montavilla Food Buying Club, also member of CDAG, shared details about food buying clubs and the Montavilla club specifically. Code amendments are

helpful as guidelines for clubs.

- Michelle Lasley, North Portland Food Buying Club, also member of CDAG, was excited to help educate the City about food buying clubs. There are 20 known clubs throughout Portland, and they are very diverse. She is somewhat concerned about the cap of 100 members who may come to a Food Membership Distribution Site.
- Eamon Malloy, Market Manager of Hillsdale Farmer's Market, also member of CDAG, noted he's happy to see code changes moving forward. Portland is considered a city of neighborhoods, and farmers markets reflect diversity of neighborhoods.
- Tia Henderson, Upstream Public Health commended efforts of the project and its commitment to equity. Code amendments were created with access in mind. She noted the PSC should direct BPS staff to work with ONI and OEHR and DCL partners to raise awareness about the updates.
- Beth Cohen, Oregon Food Bank, also member of CDAG, supports the process and project. The Food Bank has experienced an unprecedented demand for emergency food boxes, and these revisions help communities access more healthful food. Addressing hunger takes partnerships, and the City is a leader and partner.
- Ron Paul, James Beard Public Market urged the adoption of the code amendments and is engaged with staff to continue working on this important issue.
- Tamara DeRidder, Rose City Park Neighborhood Association: thanked staff for making legal the sharing of produce in the city. Asked the PSC to consider that (1) neighborhood associations are not listed to be notified so they have a heads-up for things that would affect the neighborhood (add "neighborhood associations" to list of where and when notifications need to be given) and (2) signs are not noted in the code updates - the proposal needs to be clear about signage regulations.
- Ted Labbe, Depave: appreciates hard work of staff and the Food Policy Council and supports the proposed changes. Permitting challenges are the greatest challenge faced in greenspace initiatives; the proposed changes help to address them, and Depave should be invited to participate in the implementation and education phase that can't be addressed just by code changes. Still concerned about problems with permits in the Permit Center (inconsistent answers as to what permits needed, etc.), and thinks removing parking from institutional sites to remove paving should not trigger a conditional use.
- Diane Emerson: very excited about the proposal and suggests no changes. We haven't mentioned importance of local food in emergency preparedness, so the more people who can grow their own food the better.

Other Testimony (written):

- Jordan Curtis
- Reid Kley
- Martha Perez
- Portland Multnomah Food Policy Council
- Tia Henderson, Upstream Public Health
- Tamara DeRidder, Rose City Park Neighborhood Association
- Cynthia Gomez, Latino Network

Discussion

The 100-person cap on the number of people who could come to a food buying or CSA site was added by PBOT.

Regarding notifying neighborhood associations, staff questioned if they should include them. The impact area is relatively small for food buying clubs and market gardens, and neighborhood associations are deluged with mail, so that is why staff opted to omit them, but they can add this notification back in.

Signs for market gardens in residential zones may be the same as for a house - 1 square foot of permanent signage, and A-boards are not allowed in these zones, but staff was not totally sure.

Permitting challenges include (1) building permits are administered by BDS - BDS is aware of this problem and will be more consistent about how they implement the regulations; and (2) one of the larger elements of this proposal is that it allows community gardens, market gardens, food membership distribution sites, and farmers markets on institutional sites without a land use review needed. Most institutional sites have a conditional use, with a requirement for parking. Allowing removal of some of this parking is a larger issue than just for the food code, and likely controversial, since parking for institutions is a big issue for neighborhoods. However, this issue has been added to the database of zoning code issues to be considered for amendment in the future. Staff also noted a recent code amendment that allows a small reduction in parking with a land use review, and also noted that parking lots can be restriped with smaller spaces, which would then allow removal of some paving without loss of parking.

Next Steps listed in the report are implementation measures that can be done by private organizations and others, so there is a continued forum for discussion and connections going forward.

Staff recommends that the PSC:

- Amend Proposed Draft as shown in April 24th staff memo;
- Adopt Proposed Draft;
- Recommend that City Council adopt Report and amend Zoning Code as shown in Report; and
- Direct staff to continue work to clarify and refine the Report and Code language.

The PSC recommends clarifying the sign requirements, adding neighborhood associations to the notification process.

Testimony was closed.

Commissioner Sherman moved to confirm staff's recommendations as outlined above with the addition to provide information in other languages, notification of neighborhood associations, and clarifying allowable signage. *Commissioner Houck* seconded. *Chair Baugh* restated the motion, and the motion passed.

(Y7 – Baugh, Houck, Hanson, Ovalles, Sherman, Smith, Valdez)

Food Metrics and Goals

Briefing: Steve Cohen

Documents:

- [Food Metrics memo](#)
- [Food System Baseline Indicators](#)

The Mayor has requested that staff develop baseline indicators and goals for the Portland food system that can be presented for City Council consideration in May 2012 and updated every two years.

BPS staff developed proposed tracking indicators and goals for the City's food program. Staff considered over 100 indicators and selected the ones that best represent each program area and reflect the goals of the Portland Plan, Climate Action Plan, and forthcoming zoning code review. The baseline indicators document outlines these areas.

Staff asked PSC members for their input and/or suggestions for other metrics to include in the baseline that will be monitored and reported on over time. PSC members suggested:

- Add food buying clubs to the list.
- Metrics should also look at the percentage of people accessing food at farmer's markets, not just the dollar figure increase at markets over time.

PSC members will suggest further edits to staff for inclusion prior to the Council hearing for the metrics.

Commissioner Valdez moved to send a letter of recommend to City Council while continue sharing recommendations to staff prior to the Council session. *Commissioner Hanson* seconded. *Chair Baugh* restated the motion, and the motion passed.

Adjourn

Chair Baugh adjourned the meeting at 9:35pm.