

# Portland Planning and Sustainability Commission

Tuesday, July 28, 2015

5 p.m.

Meeting Minutes

**Commissioners Present:** Andre' Baugh (by phone), Karen Gray (by phone; joined at 7 p.m.), Don Hanson, Mike Houck, Gary Oxman, Michelle Rudd, Katherine Schultz, Howard Shapiro, Chris Smith, Teresa St Martin (arrived 5:12 p.m.), Maggie Tallmadge (arrived 5:12 p.m.)

**City Staff Presenting:** Lance Lindahl (PBOT), Eric Engstrom, Deborah Stein, Alex Howard, Radcliffe Dacanay, Director Leah Treat (PBOT), April Bertelsen (PBOT)

**Other Presenters:** Councilor Bob Stacey (Metro), Dana Lucero (Metro), Kelly Betteridge (TriMet), Stan Penkin (CIC), Kenneth Doswell (CIC), Christina Blaser (CIC), Jessi Conner (CIC)

*Commissioner Schultz* is chairing today's meeting. She called the meeting to order at 5:01 p.m. and gave an overview of the agenda.

## [Documents and presentation for today's meeting](#)

### Director's Report

Deborah Stein

- Tomorrow is the continuation of the Council hearing on the SE Quadrant Plan at 2 p.m.
- August 11 is the only August PSC meeting (12:30 p.m.), then we have a summer break until the September 8 meeting.

### Consent Agenda

- Consideration of minutes from the June 23 and July 14, 2015 PSC meetings.

*Commissioner Shapiro* moved to approve the Consent Agenda. *Commissioner Houck* seconded.

The Consent Agenda was approved with an aye vote.  
(Y8 – Baugh, Hanson, Houck, Oxman, Rudd, Schultz, Shapiro, Smith)

### R/W #7792 Street Vacation – University of Portland

Lance Lindahl (PBOT)

Lance introduced the proposal to vacate a number of streets on the University of Portland campus. The staff report outlines the request and how it is consistent with the Comprehensive Plan.

### Testimony

1. Jim Kuffner, University of Portland: Supports the vacation request. *See written testimony.*

*Commissioner Shapiro:* What will be built on the vacated land?

We are interested in this so the university can consolidate some street areas in the long-term. In the immediate future, the street grid that is currently there will remain. The traditional main entry to the campus will likely shift to Portsmouth as part of the Master Plan.

*Commissioner Houck* noted the reference to PP&R. One of the conditions is access to be retained to the North Portland Greenway, correct? There is reference to the scenic views, but nothing about natural resources such as of the large, old oak trees and native vegetation along these rights of way. We won't want to lose those in the future.

As of now, we are specifically preserving the view corridor in our Master Plan.

*Commissioner Hanson*: Are you in agreement with the conditions and notes in the staff report?

Yes, there was some give-and-take, but we believe we can successfully accomplish this vision.

2. Thomas Karwaki, UPNA: Has worked closely with the university about this and the UP Master Plan. The UPNA board supports the street vacation proposal and staff report. *See written testimony.*

*Commissioner Smith*: Looking at the map and the non-university-owned parcels at N McCosh and N Portsmouth, it looks like this is subdividable. Is there a potential loss of access there?

- That is block 34 in the Portsmouth neighborhood. There won't be an issue of access because it's owned by the church, with which the university is tied.

### Written Testimony Received

*Commissioner Schultz* closed testimony.

### **Motion**

*Commissioner Hanson* moved to recommend the street vacation. *Commissioner Shapiro* seconded.

The motion passed.

(Y10 – Baugh, Hanson, Houck, Oxman, Rudd, Schultz, Shapiro, Smith, St Martin, Tallmadge)

### **Powell-Division Transit and Development Project**

Alex Howard, Radcliffe Dacanay, Director Leah Treat (PBOT), April Bertelsen (PBOT), Councilor Bob Stacey (Metro), Dana Lucero (Metro)

Director Treat introduced the project and provided an overview of the project's timeline. [See the presentation](#). This has been a collaborative project between a number of jurisdictions. The project is supportive of Vision Zero. These streets already have a high demand and are high-crash corridors, and transit is likely to increase with this project.

Dana noted this is a 15-mile corridor goes through the most diverse part of Oregon. We have interested community members, so we've taken a place-based approach for developing the project plan. The project team has worked closely with a number of organizations and has ensured the community has been part of the process through over 250 events and meetings. We've made opportunities for people to find information and weigh in online and have focused on equity and engagement throughout the process and will continue to do so.

This is a robust transit corridor and a priority for high-capacity transit. There are a number of plans that make the connections more and more important. There is lots of planning work in the corridor as well: large employers, small businesses, PDC Neighborhood Prosperity Initiative areas and destinations. This is also considered an "education corridor" with a number of college and high school campuses along it. We have engaged students in the planning process including working with a group of GIS students and high school students canvassing businesses in Portland and Gresham.

The project isn't just about transit; we are trying to understand how we can best link transit and land use planning. The work that's happening in the Jade District, PCC Southeast and APANO is a big piece of the development.

The steering committee formed in winter 2014. It has defined goals and outcomes for the project. Light rail was moved off the table and we've confirmed Bus Rapid Transit (BRT) as the transit option for the corridor.

The Transit Action Plan has codified the decisions made to date. It also identifies complimentary actions. There are still some the decisions yet to be made including where in downtown Portland the line runs. The group is next working on a Locally Preferred Alternative (LPA) that includes route, mode and station locations decisions, which is expected to be done in spring 2016. We are also coordinating with local plans and other TOD projects and place-making work in the corridor. Leveraging dollars from other grants and funding options is a priority of the work as well.

The planning phase has culminated in this Transit Action Plan. Now we're working on the design phase, and we could have service beginning as early as late 2020.

*Commissioner Smith* asked about the LPA. Are you looking at the whole corridor?

- Kelly Betteridge: We did initially look at a Minimum Operable Segment (MOS). But based on the levels of design we're looking at, we will likely be looking at an environmental assessment, and we'd need to have one end-to-end identification before doing the assessment.

April gave an overview of the projects and plans that are underway in the corridor:

- East Portland in Motion. An implementation strategy for active transportation in East Portland.
- Division-Midway Neighborhood Street Plan. Identifies local street and pathway connections to improve connectivity and prioritizes connections that most help achieve City goals on equity, healthy and connected complete neighborhoods, and access to transit. We expect that City Council will adopt this plan later this summer.
- 122<sup>nd</sup> Ave TriMet Partnership to get to frequent service along with corridor. This is going to design and production in 2016. This will help increase access to employment opportunities along the corridor.

*Commissioner Smith* noted that the bike network improvements are perpendicular to the corridor. What about safety improvements parallel to or on the corridor?

- Metro has developed a bike component to the project that could be part of the project or may be complimentary. These connections may be along the corridor or on parallel streets. We aren't yet sure what those improvements will be.

My understanding is that the FTA will allow bike improvement funding for up to 3 miles off the corridor. Are we working to maximizing the federal funding opportunities?

- We will look to do so.

Metro Councilor Stacey is co-chair of the project Steering Committee, and he congratulated staff on the project. The transit strategy is timely based on federal funding. Of the several steering committees that Metro has assembled, this is the most community-based committee we've ever had, and we're proud of this. This includes grassroots leadership and numerous organizations. We have a well-integrated group that represents community values in the planning process as we look at both transit and impact that the project will have. Some community concerns and ideas about how to address them reside in the City's planning process, and City staff has made themselves available to work to address displacement and build community.

*Commissioner Shapiro* noted the representation on the Steering Committee. I am looking at the list, and it's representative of the diversity of stakeholders, but does it represent the neighborhoods all the way along the corridor?

- The SE Uplift and East Portland neighborhoods each selected their participants. Gresham did as well. So we have these representatives along with the “usual suspects” from the agencies. It is a good group and collaboration. We’ve reached out to people in multiple languages, of diverse backgrounds, Jade District, etc. I’m very happy with the process.

The public engagement reports include lists of the numerous groups and meetings we’ve participated in. We’ve been making the rounds consistently for the past 1.5 years.

*Commissioner Tallmadge* asked about the regional supportive actions. What is the overlap with Metro’s equitable housing initiative?

- The housing initiative is just beginning, and it will work to collaborate with jurisdictions. The development of a toolkit is one of the objectives.

*Chair Baugh* commented on Title VI, which is to make sure minority and low-income groups’ concerns are heard and are dealt with in a productive way. When I look at the list of groups that have participated, I’m concerned we don’t see low-income or minority group represented. TriMet will be responsible for Title VI issues, so I want to be sure that is something we’re aware of from this viewpoint.

- The people composing the steering committee are more reflective of the community than the Metro Council or other boards and commissions in the jurisdictions. Some diversity is directly reflected in the Steering Committee make-up, and outreach has been to a huge variety of groups. We’d welcome ideas about what other groups we can reach out to.

*Commissioner Houck* noted gentrification and how it is almost always used as a pejorative term. But it creates wealth, and we want to try to capture that value-added from the project and use it or create tools to avoid displacement that typically occurs.

- This topic will largely be part of the Local Action Plan. We want to stabilize communities that are there already so they can benefit from the project. We want to implement in the short-term and build the case for benefits in the long-term.

*Commissioner Smith* noted the experts on engagement are here to present next at today’s meeting (the CIC).

Alex introduced the Local Action Plan ([see presentation](#)). The complete plan for Portland will come before the PSC this fall.

Portland needs its own plan for this project because funds allocated for the overall project will only go to transit. Additionally, Portland needs to:

- Support residential and community stability, so that current residents and business benefit from the transit project.
- Illustrate design and development concepts for opportunity areas (e.g. major station areas).
- Provide a roadmap for City work in the Powell-Division corridor.

We’ve hosted a number of focus groups included translated sessions. We worked with consultants to see what is likely to be developed along the corridor and what rents we’ll likely see. The corridor is very different in different places along the corridor, so we are looking at ways we can work in the various areas to address issues specific to the variances along the corridor. The group’s Working Principles outline these areas of focus.

Major themes include:

- Community Development
- Affordable Housing
- Placemaking, Station Area Design and Access
- Project Coordination
- Multi-modal Streets and Connections

Radcliffe gave an overview of the urban design and development planning. There are three focus areas for the project, and there are five opportunity areas with them. He walked through a number of slides that are initial sketches and ideas for future planning for each focus area.

The actions are still in development, and we are working with our partners to finalize and develop them. Some of these project development components include:

- Just Cause Eviction Policy Study
- Business Technical Assistance
- Development Grants
- PSU Collaboration
- Station Area Placemaking

The proposed draft for the Local Action Plan will be published this fall, followed by a hearing at the PSC. We expect the recommended draft in late fall / early winter, culminating in a City Council hearing in winter 2016.

*Commissioner Shapiro* asked about the rapid transit on 82<sup>nd</sup>.

- Kelly: We are modeling a number of scenarios, so the frequency is still to be determined. It really means the overall travel time will take less time with fewer stops and improvements at intersections for busses. Headway time could be as little as 5-7 minutes. We are doing demand modeling to help us determine the spacing and frequency.

*Commissioner Hanson* is a #4 bus rider. I've been hearing good things about this project, and I like the broad look you're taking at transportation and land use planning. This is a diverse corridor, and you're doing a good job at looking at and providing for this diversity. I'm all in favor of BRT systems. As I look at good examples in other areas, they are successful. The transition from Division to Powell at 82<sup>nd</sup> will do great things, particularly with the updated PCC campus there.

*Commissioner Smith* noted this project will create lots of value in the community including better access to jobs and education. In terms of an economic gain, have we considered any value-capture ideas?

- We're looking at community benefit agreement opportunities and other possibilities.

*Commissioner Tallmadge* noted the connection between TOD and the propensity to create displacement. What about equitable transit development? What about NAYA and CAT for outreach groups?

- We are looking at the reports we've shared with you as well as community development goals, but we still have lots of work to do in this area. We haven't worked directly with CAT yet. Our focus group discussion with NAYA fell through, but we'll be working to reschedule this.

## **Community Involvement Committee**

Stan Penkin, Kenneth Doswell, Christina Blaser, Jessi Conner

Deborah introduced the CIC group and work they've done through the Portland Plan and Comprehensive Plan processes. We've had about 50 meetings, and I've learned so much working with them. Thank you for all your work.

*Commissioner Shapiro* noted the 6 years of service of the CIC. The report today speaks to our work and if we have reached out to enough constituencies to feel satisfied we've done enough outreach about these long-range plans. The CIC's recommendations are about how we can continue to do our outreach and continue to better our citizen involvement work.

The CIC members walked through their report and discussion points about this Comp Plan community involvement process. ([See the written testimony/report](#)). The CIC members concluded their presentation by asking the PSC where they thought outreach went well and where improvements could be made for future outreach.

*Commissioner Hanson* noted the CIC is great. “Don’t mess with perfection.” Keeping the energy and involvement going is key.

*Commissioner Smith* noted the issue that the CIC raised with the March 13 Comp Plan testimony cut-off and that the PSC already starting to process input at that time. We struggled with this too. We were trying to have a policy phase and an implementation phase as per the state framework, but the public seemed to want both simultaneously (particularly around the mixed-use zoning). Do you have advice on how to deal with that type of problem?

- This is a lot about a communication issue and letting the public know how the process works. There will be glitches, but it’s all about good and proper communication.
- If there had been someone at the bureau who was designated as a point-person, that would have been helpful so we could have had one version of the information the public was receiving.

Something I found as a challenge was the massive amount of testimony. Keeping track of all the good ideas was difficult. How did testimony management go from the community’s and staff’s perspective?

- This was certainly a challenge as was the whole process. We had problems as the CIC distilling all the information too. I know BPS staff really did listen to the testimony, but we don’t know if the community really knows that. People will hear what they want to hear. The staff does an incredible job with diligence and heart and compassion.
- Considering the volume of testimony, I don’t know if there are any other cities that would not have cut it off sooner. We are a benchmark city, and we are doing a really good job that other jurisdictions take note of.
- From an organizational perspective, there were a few people working on testimony. I think BPS has some lessons learned, and we will have a dedicated person working with testimony as the Plan goes to City Council.

*Commissioner Tallmadge* noted that the Powell-Division project emphasized funding for CBOs and organizations to work in focus groups. Would this be something we should look to do for future planning projects, particularly for organizations and people who are hard to reach?

- This could be a really good program to foster relationships and engage people.

*Commissioner Oxman* thanked the CIC for their work as well as their critiques of the process. There were great efforts made, and there are always areas to improve. I’m particularly struck by the ideas of scope and complexity that you brought up today as well as the importance (and challenge) of working with diverse communities. We often forget communities are overwhelmed with their own and individual concerns, so we probably need should look to pay for continuous involvement to foster it.

*Commissioner Shapiro* noted the CIC’s recommendations in their report. I want to make sure we include the recommendations that are included, and I want to urge staff to implement the recommendations as soon as possible.

- The Community Engagement Workbook is a Task 5 product that will come before the PSC. It operationalizes these outcomes and will provide the guidance for our work going forward.

*Commissioner Hanson* noted the Comp Plan transmittal letter outline includes a section about community engagement where *Commissioner Shapiro’s* comments could be included.

#### **Motion**

*Commissioner Shapiro* moved to forward the CIC report to Council with the recommendations included in the report. *Commissioner Hanson* seconded.

The motion passed.

(Y10 – Baugh, Hanson, Houck, Oxman, Rudd, Schultz, Shapiro, Smith, St Martin, Tallmadge)

## **Comprehensive Plan**

Eric Engstrom

We have two final amendments to the Plan for today's discussion:

1) Policy 9.6. (presented by *Commissioner Smith*)

Amend the final sentence to read:

"A policy-based rationale is provided if modes lower in the ordered list are prioritized."

[This reflects some added TEG discussion last week.]

2) Policy 4.79 (presented by Staff)

Change the title to "Grocery stores and markets in centers."

Change the policy language to "... grocery stores, neighborhood-based markets, and farmers markets..."

[This reflects food policy staff feedback.]

### **Motion**

*Commissioner Smith* moved to accept the final two amendments as discussed. *Commissioner Houck* seconded.

The motion passed.

(Y10 – Baugh, Hanson, Houck, Oxman, Rudd, Schultz, Shapiro, Smith, St Martin, Tallmadge)

*Commissioner Houck* asked about when City Council will hear the Comp Plan.

- Our approach to City Council is that we will have 5 work sessions in September and October, then the hearings will begin in November.

*Commissioner Oxman* noted the mention of a possible third amendment today.

- *Commissioner Shapiro* commented that this will be a topic to include in the transmittal letter to Council.

### **Recap of CIC Work**

Based on the input from the CIC and *Commissioner Smith*, we are looking at the technical aspects of tracking testimony. With the Task 5 zoning map and projects, we will be using another iteration of the testimony database system and hope to make it easier for Commissioners to see where map-related testimony really is relevant and located.

We are required by the state to say who the overseeing body for public involvement is. This could be the PSC, or it could be another group like the CIC; a separate group like the CIC is our recommendation for going forward.

### **Vote on Goals and Policies**

#### **Motion**

*Commissioner Schultz* moved to recommend Comprehensive Plan Policies as amended at the June 9, June 23, July 14 and July 28 PSC meetings. This includes Chapters 1-10, the diagrams and maps included in the policy document, the glossary, introduction, vision statement, guiding principles and "How to use the Plan". This is part of Task 4 of Periodic Review. *Commissioner Shapiro* seconded.

#### **Discussion**

*Commissioner Tallmadge:* Thank you to Commissioners, staff, communities and advisory committees. We really brought together diverse perspectives, insights and values to this plan. I'm honored to be a part of this and to have been able to learn from everyone in the community.

*Commissioner Oxman* also thanked Commissioners and staff for all the work we've done. From a content perspective, I think it does support a healthier community where everyone can thrive.

*Commissioner Smith* thanked the Commission, staff and the community.

*Commissioner St Martin* thanked the Commission, testifiers, stakeholder groups and staff.

*Commissioner Hanson* noted this is a great plan. It has so much depth, and it's not just a land use plan. It became so much more and evolved over the process. Staff has done a great job as has the Commission. I'm glad I could tough it out. My last meeting will be the August 11 meeting, but I'm proud to have been a part of this full process through to the end.

*Commissioner Rudd* continued the thanks to everyone who has been involved in the process of creating this plan. I appreciate all the substance that reflects our multiple objectives to craft a plan to build our common goal. I know I have pained people with the Glossary, but we have now made very clear what we mean and that we want balancing to happen. There isn't one policy that determines an outcome; we encourage people to look around and not just be mono-focused in decision-making so we create a city that works for everybody.

*Commissioner Houck* first got involved in land use planning doing Goal 5 fish and wildlife inventory work about 35 years ago in Washington County, Beaverton, and eventually Portland as well. When I started that work, I was told there is "no place for nature in the city", which was based on the fact that the UGB was viewed as an "end" and not simply a planning tool. The argument was made by planners that we can't afford to protect nature in the city because then we might have to move the UGB. We have come a long ways in the years to recognize that it's essential to integrate nature in the city, for human, economic and ecological health of the city. This plan is finally acknowledging the need to integrate the natural and built environments. I'm please the CAP, Climate Preparation Strategy and resiliency planning has been incorporated into the Comp Plan. Thank you to staff and the PSC. We all had amendments, and we were all treated fairly with staff and among Commissioners in understanding our different perspectives to come out with this good product.

*Commissioner Shapiro* thanked the PSC members and their contributions in creating this great plan. There is a piece that I feel didn't quite get into the plan. I'm not sure if we did a good epilogue about why we're doing the plan and what makes Portland such a special place. "Building bridges for the common good" is what it is all about, and I want this included in our letter to Council. This plan can only work if the "special sauce" of Portland is here.

*Chair Baugh:* Thank you to the citizens of Portland who have endured years of meetings and time devoted to telling us what you want Portland to be and what the special sauce should be made of. This plan is about our listening to and hearing what the community wants, and we hopefully have captured that. Also a great thanks to the PSC members who had listened to the community and to each other, which allows the community to see that we're taking their interests to heart. This really is our plan that we've facilitated. Lastly, thanks to staff, particularly the BPS management and leadership. We have done a great job, and this is a plan that will live through the next 20 years because it's about how we should think about Portland.

*Commissioner Gray:* Thank you to citizens, staff and the Commission for a job well-done. We have taken a very balanced approach and have looked at integrating many ideas to benefit all Portlanders.

*Commissioner Schultz:* I am honored to have been a part of this process and am proud to move this plan forward.

The motion passed.

(Y11 – Baugh, Gray, Hanson, Houck, Oxman, Rudd, Schultz, Shapiro, Smith, St Martin, Tallmadge)

Eric also shared thanks to staff who have worked on the plan. An additional thanks to the Commission and your packed schedule for the last few months to make it to tonight's vote.

### **PSC Letter to Council**

Staff has shared a draft outline with PSC members. PSC members should share their thoughts and input with staff within the next week or so to be integrated into the letter.

Staff is also working to incorporate all the amendments and changes into the document to create the Recommended Comprehensive Plan by mid- to late-August. We then have the work sessions in the fall with Council, which we'll provide more information about as we get close to those sessions.

The transmittal letter is structured based on the scheduled Council work sessions as well as around topics that the PSC had strong input about.

*Commissioner Houck* is pleased to see environmental protection listed under economic elements.

Though I am not sure what we mean by environmental protection here, so I want to be sure we are talking about weaving nature into the city, the relationship to human and economic health. Also, what is the WHI regional request?

- This is so that we ask Council to elevate the question to Metro to get further clarification and directly for the future.

*Commissioner St Martin*: Connections to climate action policy needs to be included in the letter.

*Commissioner Rudd*: Freight transportation is something that should be called out as well as the balancing discussion (balancing should be at the front of the letter). And we should hit on the key components of the Portland Plan including thriving, educated youth.

*Commissioner Tallmadge*: We need to acknowledge public involvement and reasons for environmental justice. Disastrous effects of gentrification and on-going displacement with "the why".

*Commissioner Hanson*: We should include something about quality education facilities. Maybe this is mentioned with health.

### **Adjourn**

*Commissioner Schultz* adjourned the meeting 8:04 p.m.