



Planning Advisory Group #21
February 16, 2010

City of Portland Land Use Plan
Discussion/Action



AIRPORT FUTURES

CHARTING A COURSE FOR PDX

Airport Futures – tonight is all about the Land Use Plan

Main Products and Issues

Issue	Master Plan	Land Use Plan	IGAs
Third Runway	√	√	
Noise	√	√	√
Sustainability	√	√	√
Ongoing Public Involvement	√	√	√
Decentralized Terminal	√	√	
Natural Resources		√	√

City Land Use Plan

PAG Action: Are there any fatal flaws?

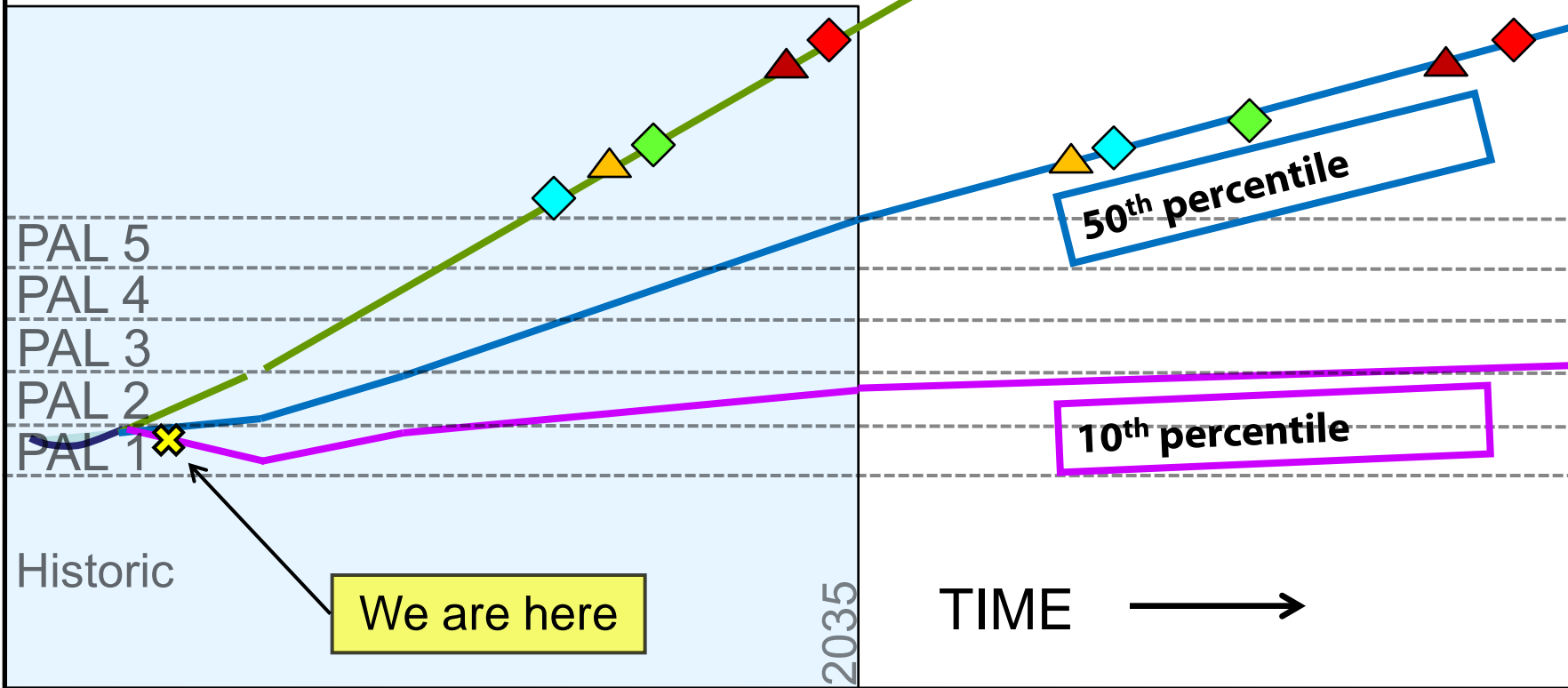
- **Triggers for Development and Review**
- **City Comprehensive Plan Policy Amendments**
- **City Code Amendments to Height and Noise overlays**
- **Plan District Boundaries**
- **Plan District Code Language**
- **Transportation Impact Analysis**
- **Natural Resources – still in progress**

- **Purpose of Airport Futures**
- **Major Outcomes**
 - Flexibility for Port
 - Mitigation for impacts
 - 3rd runway & decentralized terminal require new City process
 - Ongoing PDX Community Advisory Committee (PCAC)
- **City Policy**
 - Comprehensive Plan
 - Regulation/Investment/Partnerships
- **City Implementation**
 - Urban Development Concept (environment, economy, social/urban design)
 - City Zoning Code Amendments
 - City Zoning Map Amendments
 - City – Port Agreements

Million Annual Passengers (MAP) ↑

	Project	10%	50%	90%
▲	Terminal Expansion East	NA	2047	2025
◆	Cross-Field Taxiway	NA	2049	2022
◇	Dual Stream Departures	NA	2055	2025
▲	Decentralized Terminal	NA	2068	2032
◆	Third Parallel Runway	NA	2071	2029

Triggers for Development by Planning Activity Level (PAL)



90th percentile

50th percentile

10th percentile

We are here

TIME →

2035

PAL 5
PAL 4
PAL 3
PAL 2
PAL 1

Historic

Master Plan Projects by Activity Level – see handout

← MASTER PLAN UPDATE* → Every 10-15 years		← MASTER PLAN UPDATE* → Every 10-15 years		
PAL 1 (15 MAP)	PAL 2 (18 MAP)	PAL 3 (21 MAP)	PAL 4 (24 MAP)	PAL 5 (27 MAP)
90% = 2010 50% = 2012 10% = 2027	90% = 2011 50% = 2017 10% = NA	90% = 2015 50% = 2022 10% = NA	90% = 2017 50% = 2027 10% = NA	90% = 2020 50% = 2035 10% = NA
<p>Current conditions, plus:</p> <ul style="list-style-type: none"> • Aircraft Parking (+4 spaces) • EB left turn lane at I-205 NB on-ramp • Enplaning level departure roadway – add 1 lane • Terminal exit roadway – add 1 lane • AirTrans / Cornfoot signal • Additional cargo development /redevelopment at AirTrans Center (demand driven) 	<p>All prior improvements, plus:</p> <ul style="list-style-type: none"> • Aircraft Parking (+2 spaces) • 82nd /Airport Way interchange • Terminal area exit roadway – add 1 lane • Additional cargo development /redevelopment @ AirTrans Center (demand driven) • Public Parking 	<p>All prior improvements, plus:</p> <ul style="list-style-type: none"> • Aircraft Storage (+4 spaces) • Airport Way WB – add 1 lane • Enplaning level roadway approach – add 1 lane • Alderwood / Cornfoot NB left turn lane • General Aviation (10-20 acres) • Additional cargo development – exceeds AirTrans Center capacity • Public Parking • Reconfigure commercial vehicle area 	<p>All prior improvements, plus:</p> <ul style="list-style-type: none"> • New Consolidated Rental Car facility • Aircraft Storage (+7 spaces) • Airport Way EB – add 1 lane • P1 Parking entrance – add 1 lane • Enplaning level departure roadway – add 1 lane • Deplaning level departure roadway – add 1 lane • Parking area exit roadway – add 1 lane • Terminal exit roadway – add lane • Return-to-terminal road – add 1 lane • Terminal area exit roadway – add 1 lane • Additional cargo development – exceeds AirTrans Center capacity • Public Parking • Reconfigure commercial vehicle area • Employee parking expansion (PIC) 	<p>All prior improvements, plus:</p> <ul style="list-style-type: none"> • Employee parking expansion (PIC) • Public Parking • Aircraft Storage (+6) • Additional cargo development – exceeds AirTrans Center capacity

PDX Follow-on Studies

- Continuously over time as Master Plans warrant

Note: Non-demand driven events such as the potential of the military leaving PDX may trigger the need for a airport master plan update on a different schedule.

City Land Use Plan Updates

- Decentralized Terminal
- Third Parallel Runway
- Fundamental Shift at Airport

Projects beyond the planning horizon (>PAL 5)

- Terminal Expansion East
- Crossover Taxiway
- Dual Stream Departures
- Centralized Terminal
- Third Parallel Runway

Urban Development Concepts

See Wall Maps

Environment

Economic

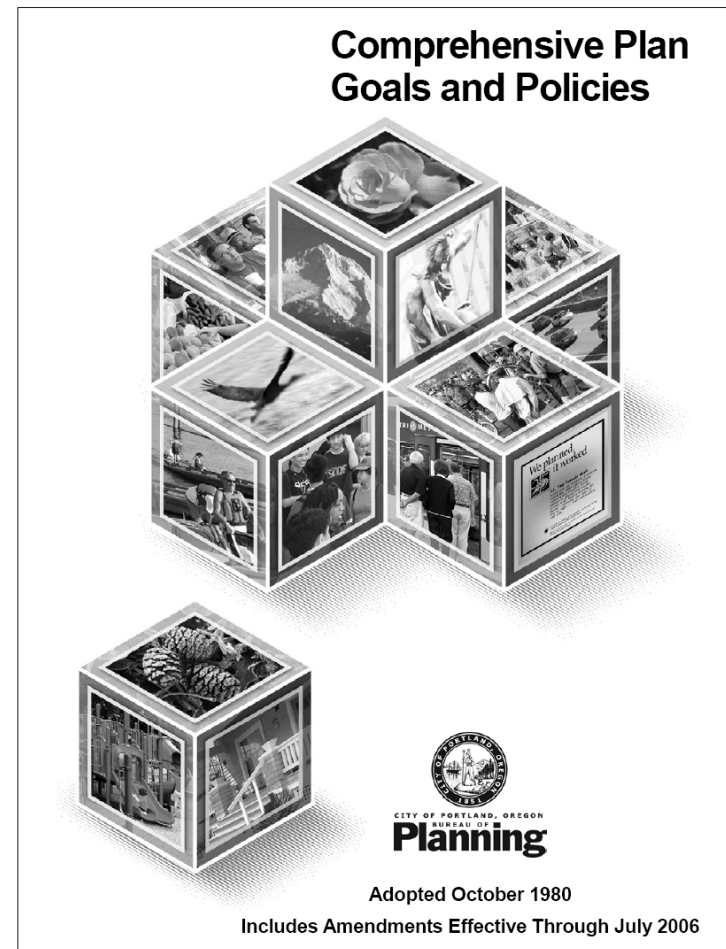
**Social/Urban
Design**

City Land Use Plan

Subcommittee Recommendation to PAG

Policy amendments

-- Transportation, Economic
Development, Natural
Resources, Noise, etc.



City Land Use Plan

Background: Comprehensive (“Comp”) Plan and Zoning Code

■ Comprehensive Plan:

- Over-arching policy document for City
- Organized by Goals and Objectives
- *Basis for Zoning Code regulations*

■ Zoning Code:

- Regulates development throughout City
- Implements Comprehensive Plan
- *Must be consistent with Comprehensive Plan*

Current Comprehensive Plan airport language:

- **Recognize importance of PDX to Columbia South Shore area**
- **Promote land use compatibility by prohibiting new residential development within 68 DNL**
- **Minimize impact of noise by requiring insulation**
- **Require noise disclosure within 65 DNL**

Problems

- **No mention of noise impacts extending beyond the 65 DNL**
- **No mention of “h” (Aircraft Landing) Overlay Zone**
- **No recognition of PDX’s economic importance to region**
- **No mention of sustainability**
- **Does not comply with State Airport Planning Rule**

City Land Use Plan

Comprehensive Plan Amendments

Goal 1 – Metropolitan Coordination

Goal 2 – Urban Development

Goal 3 – Neighborhoods

Goal 4 – Housing

Goal 5 – Economic Development

Goal 6 – Transportation

Goal 7 – Energy

Goal 8 – Environment

Goal 9 – Citizen Involvement

Goal 10 – Plan Review and Administration

Goal 11 – Public Facilities

Goal 12 – Urban Design

City Land Use Plan

Comprehensive Plan Amendments

Changes

- **Goal 1 – Metropolitan Coordination**
 - **Add language for partnership with Port and 2035 “Most Sustainable Airport” goal**

City Land Use Plan

Comprehensive Plan Amendments

Changes

- **Goal 5 – Economic Development**
 - **Add language that mentions importance of PDX to region**
 - **Adopt Airport Futures Plan by reference**

City Land Use Plan

Comprehensive Plan Amendments

Changes

- **Goal 8 – Environment**
 - **Natural resources:**
 - **Add language to reference plan district development standards**
 - **Noise overlay zone**
 - **Minor “clean-up” on language related to 65 DNL and 68 DNL contours**
 - **Add language for 55 DNL disclosure**

City Land Use Plan

Comprehensive Plan Amendments

Changes

- **Goal 11 – Public facilities**
 - **Add sustainability goal**
 - **Organize policy by Regulations, Partnerships, and Investments**
 - **Adopt Airport Futures Plan by reference**

City Land Use Plan

Comprehensive Plan Amendments

Changes

- **Goal 11 – Public facilities, continued**
 - **Regulations**
 - **Reference Zoning Code Plan District for PDX and Middle Columbia Slough**
 - **Add language supporting Wildlife Hazard Management Plan**
 - **Add language for Aircraft Landing overlay zone**
 - **Partnerships**
 - **Add language referencing PDX Community Advisory Committee (PCAC)**

City Land Use Plan

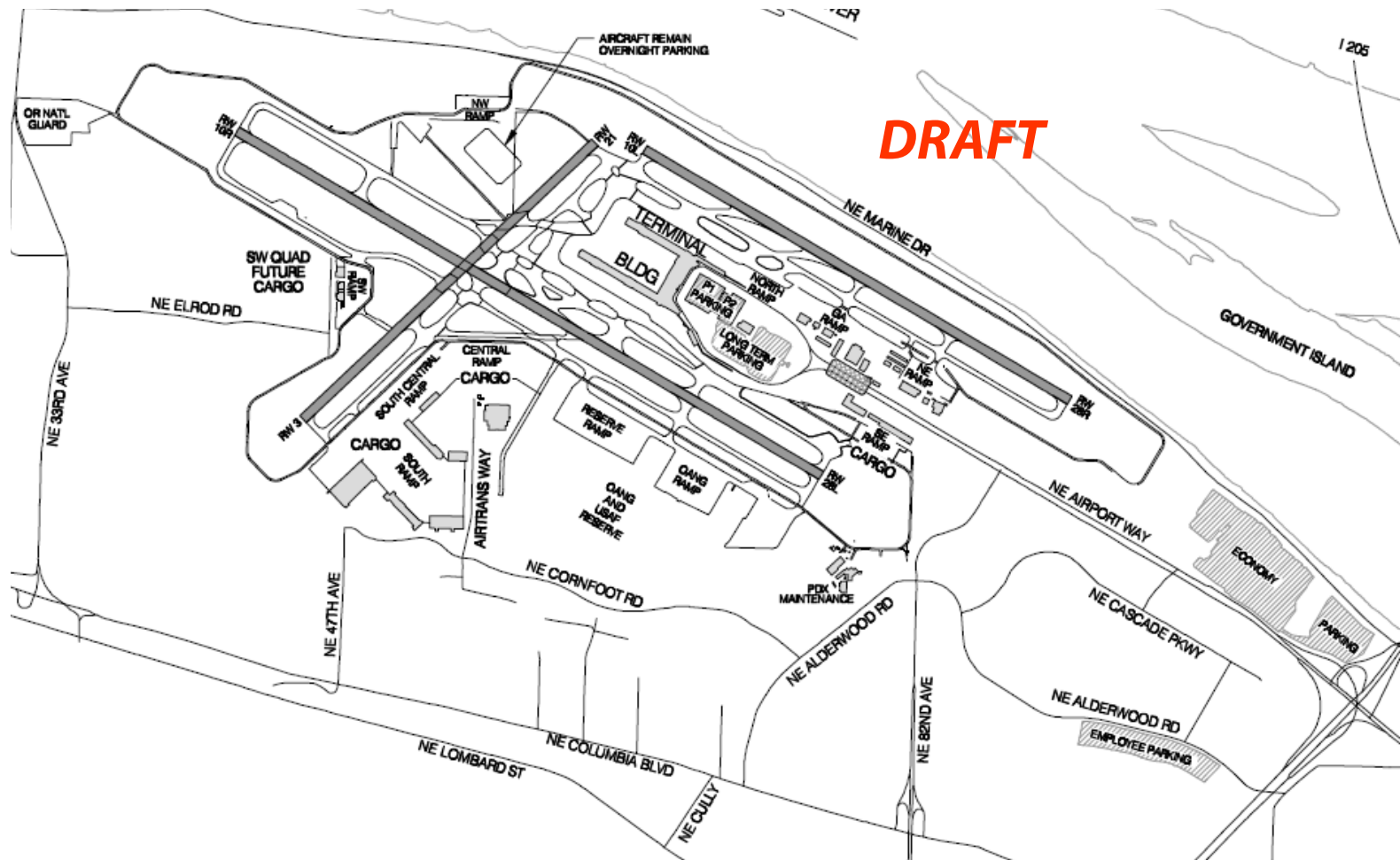
Comprehensive Plan Amendments

Changes

- **Goal 11 – Public facilities, continued**
 - **Investments**
 - **Add language referencing airport facilities map and sustainability goals**
 - **Add language mentioning flexibility for airport operations, management and development over time**

City Land Use Plan

Proposed Comprehensive Plan Amendments



Changes

**Add Map –
Airport
Facilities**

City Land Use Plan – Zoning Code

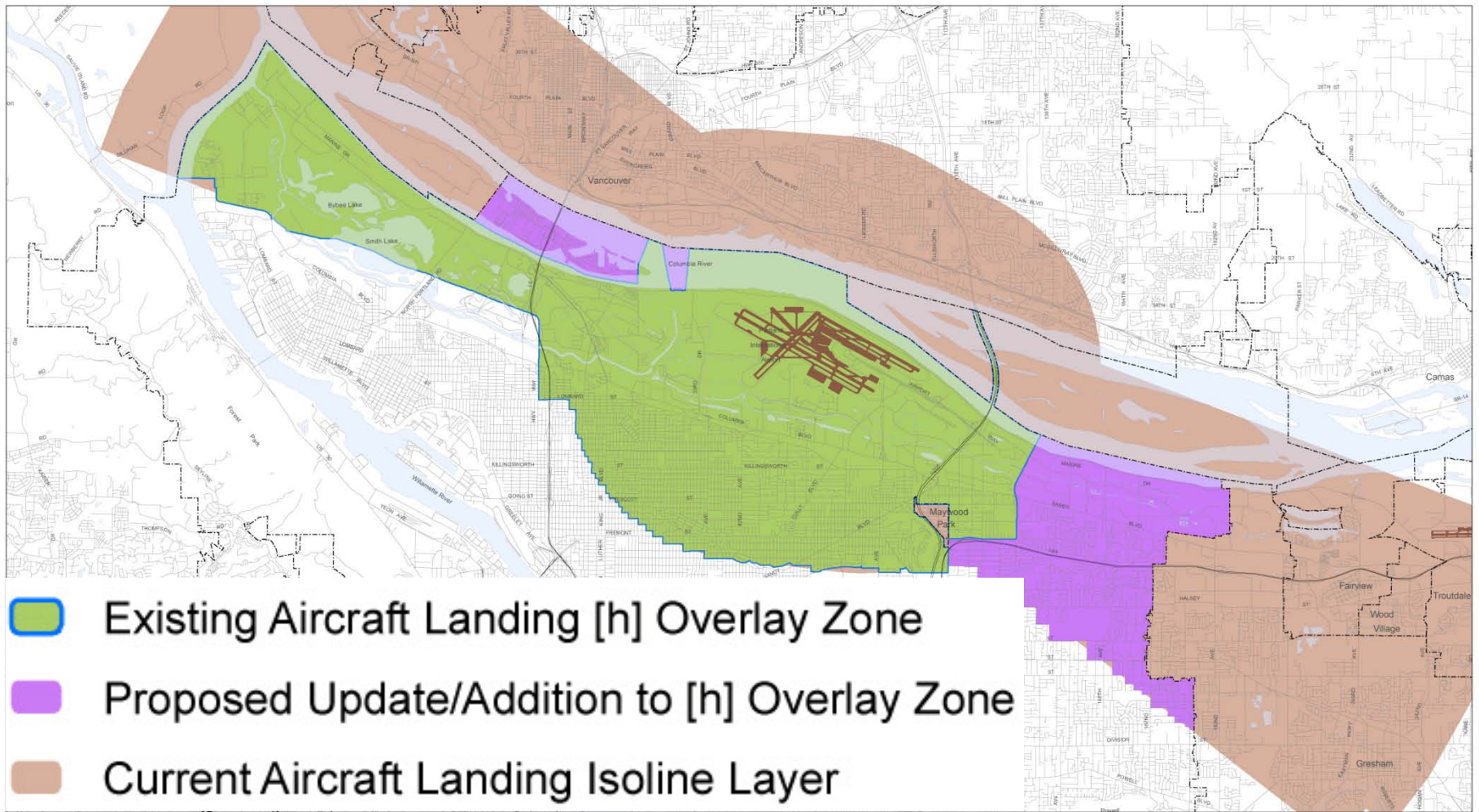
HEIGHT OVERLAY AMENDMENTS

Proposed solutions:

- **Clarify regulations to include construction equipment (Purpose, Exceptions to Height Limits)**
- **Exempt commercial & residential development that does not exceed base zone height**
- **Amend map to include east Hayden Island and portions of East Portland**

City Land Use Plan – Zoning Code

HEIGHT OVERLAY AMENDMENTS



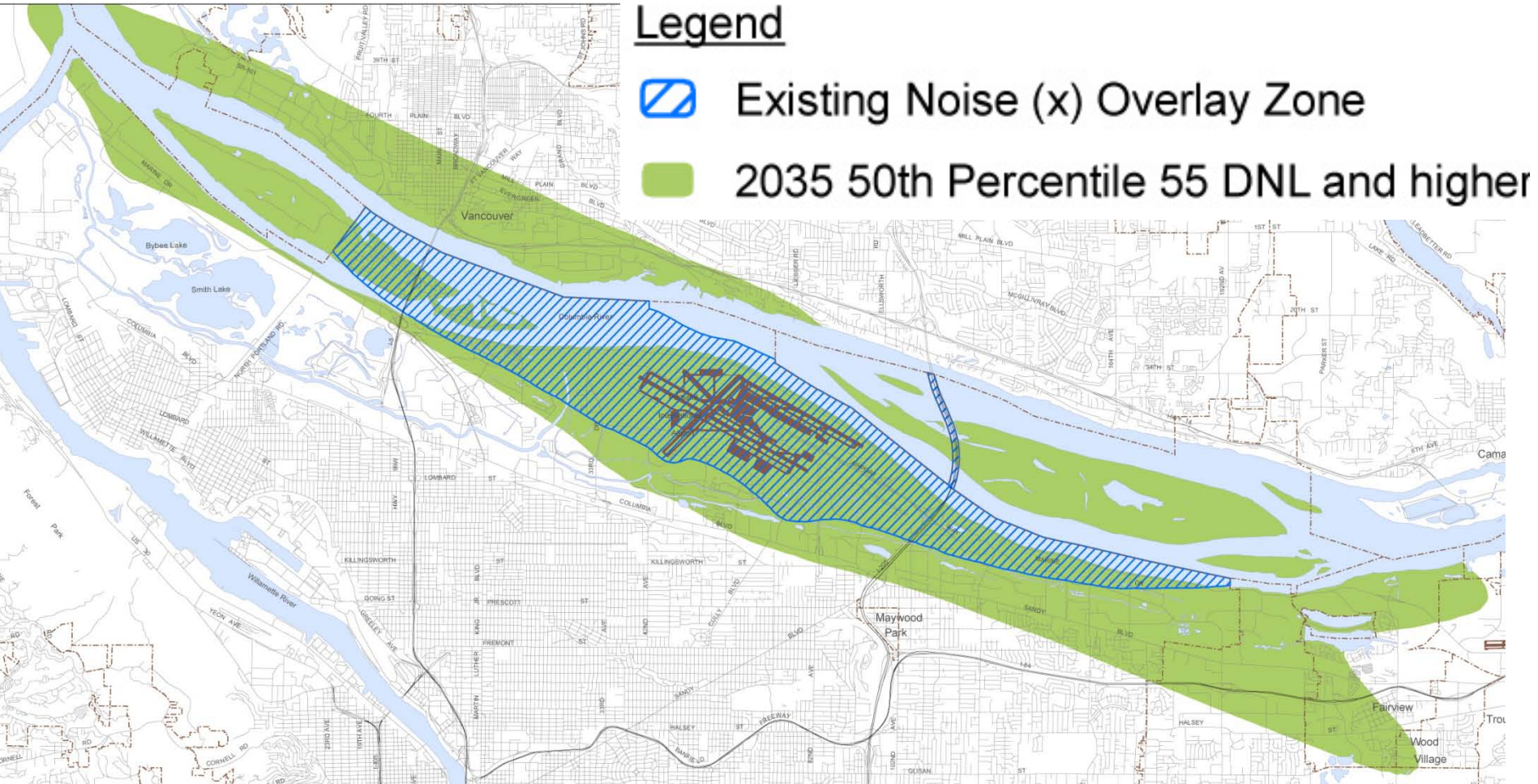
City Land Use Plan – Zoning Code

NOISE IMPACT OVERLAY AMENDMENTS

Previous PAG Recommendations:

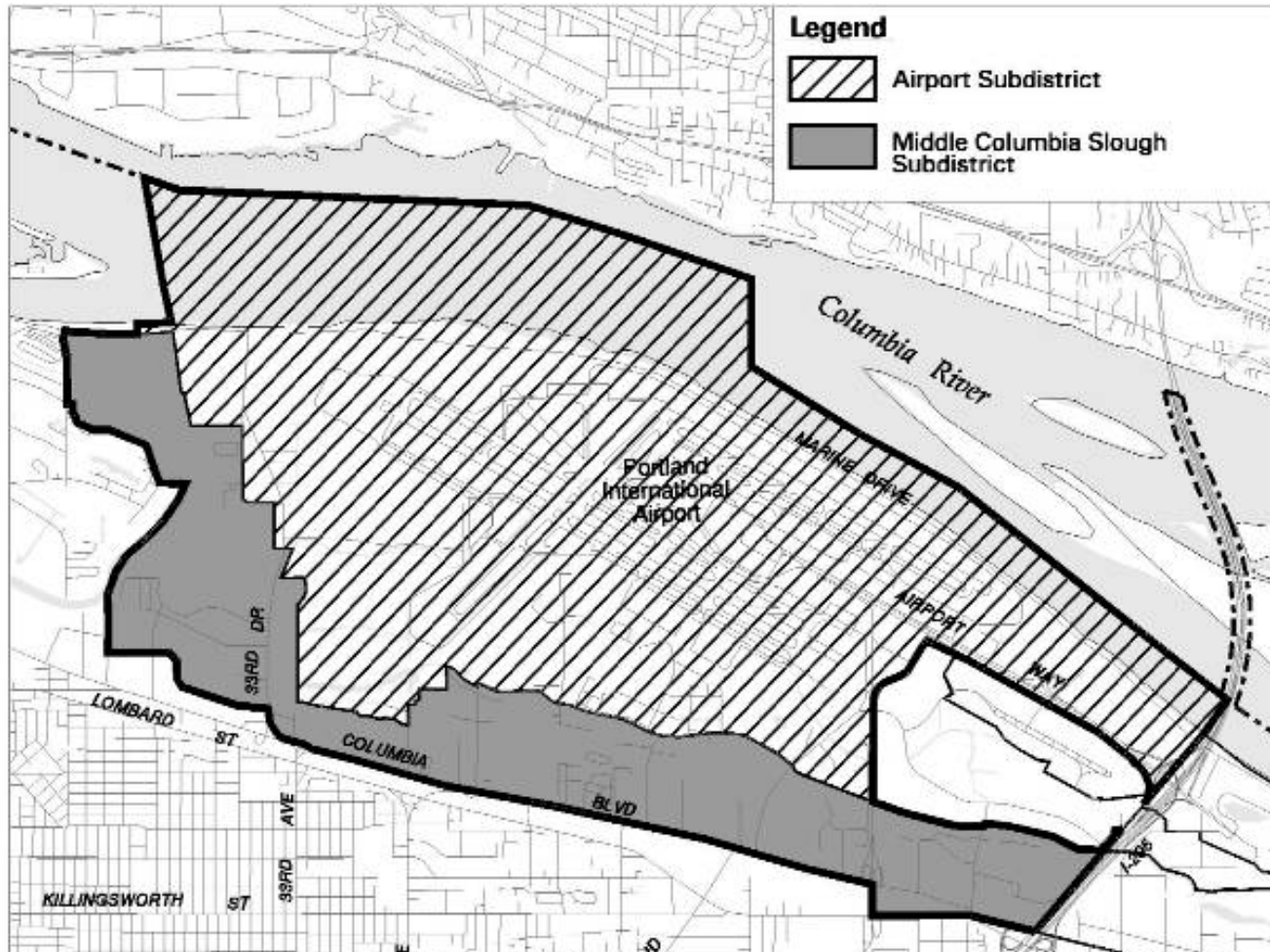
- **Keep 1990 overlay in place**
- **Use 2035 50th percentile 55 DNL for a larger zone boundary**
 - **Add disclosure only for 55 DNL**
- **Convene the Beyond 65 DNL Noise Study Work Group**

City Land Use Plan – Noise Beyond the 65 DNL



City Land Use Plan – Zoning Code

PDX PLAN DISTRICT AND SUBDISTRICT BOUNDARIES



City Land Use Plan – Zoning Code

PROPOSED PDX PLAN DISTRICT

Purpose (33.565.010)

- **Explain reasons for plan district**
- **Explain two parts (“subdistricts”) of plan district: Airport and Middle Slough**
- **Adjustments to plan district regulations must be consistent with plan district purpose**
- **Changes to plan district regulations must be consistent with or amend plan district purpose**

PROPOSED AIRPORT SUBDISTRICT

Relationship to other regulations (33.565.030)

Explain how these regulations work with other regulations (noise & height overlays, FAA)

PROPOSED AIRPORT SUBDISTRICT

Use regulations (33.565.100 & 33.565.110)

Uses “allowed by right” are allowed without limits or special reviews.

Uses accessory to an allowed use are also allowed without special reviews.

- **Clarify that airports are “allowed by right”**
- **Additional “allowed uses” or “accessory uses”**
 - Hotels, motels, rental car facilities, etc.....

PROPOSED AIRPORT SUBDISTRICT

Development Standards (33.565.200-33.565.220)

- **Clarify that Airside development is not regulated by City, except for 3rd parallel runway**
- **Prohibit (no exceptions) 3rd parallel runway**
- **Prohibit (no exceptions) decentralized terminal concept**

Changing prohibitions would require a new legislative process with hearings at Planning Commission and City Council.

TRANSPORTATION IMPACT ANALYSIS

DKS & Associates Report

- **Analyzed existing and future conditions (2035)**
- **Identified PDX specific impacts to the system**
- **Identified intersection mitigation projects (IGA)**
- **Recommended future analysis (Code)**

Other Findings:

- **No neighborhood cut through traffic**

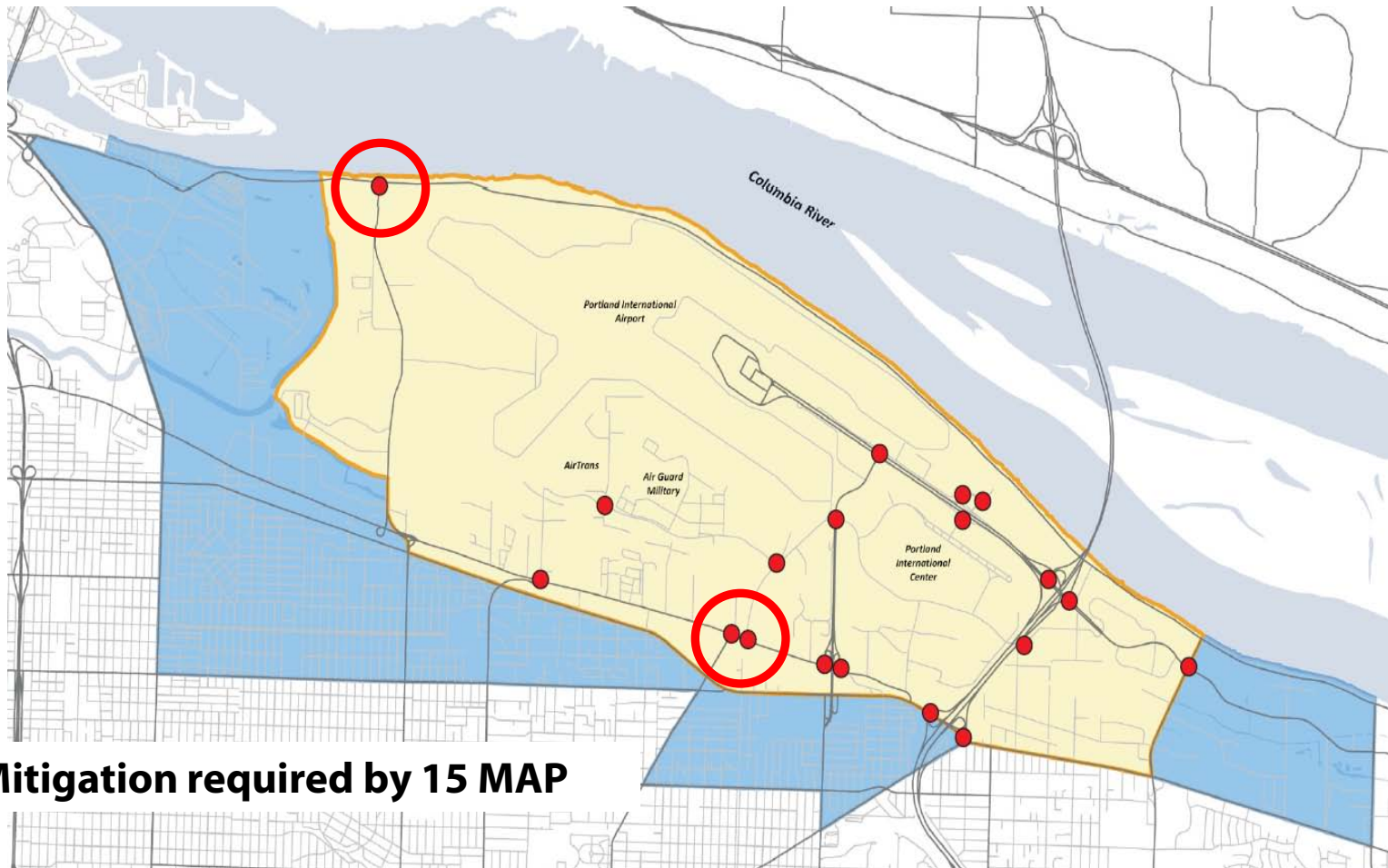
PROPOSED AIRPORT SUBDISTRICT

Transportation Impact Analysis & Review (33.565.220 & 33.806)

- **Require a review: update the transportation analysis to determine impacts / define mitigation beyond Planning Activity Level 3 (15 MAP)**
- **Require City and Port to track when transportation projects are needed**

City Land Use Plan

INTERSECTIONS IMPACTED BY PDX



City Land Use Plan

INTERSECTIONS IMPACTED BY PDX

Transportation Mitigation Projects

Intersection	Mitigation	Trigger MAP / Approximate Year
Alderwood Rd/Columbia Blvd	Signalize intersection with center turn lane on NE Columbia Boulevard	15.0 MAP / 2010
NE Columbia Blvd/NE Cully Blvd	Signalize intersection with center turn lane on NE Columbia Boulevard	15.0 MAP / 2010
NE Marine Dr/NE 33rd Avenue	Signalize intersection	15.0 MAP / 2010

PROPOSED AIRPORT SUBDISTRICT

Review for Southwest Quadrant of PDX (SW Quad) (33.565.270/33.806)

- **Require Type III review when development is proposed for SW Quad**
- **Ensure that adequate public services (transportation, water, sewer, fire, police) are available**

PROPOSED AIRPORT SUBDISTRICT

Development Standards: Landscaping (33.565.230)

- **Require landscaping consistent with Port's Wildlife Hazard Management Plan**
- **Amend City's Plant list to include an Airport Plant List**
- **Amend Cascade Station/Portland International Center Plan District landscaping standards**

PROPOSED AIRPORT SUBDISTRICT

Public involvement requirements (33.565.240-33.565.250)

- **Require PCAC contact prior to major building permits or any land use review**
 - Development exceeds 10,000 square feet of building area
 - Cost of development exceeds \$500,000
 - Does not include trade permits, maintenance, etc.

- **Modify Type III notice posting requirements**

PROPOSED MIDDLE COLUMBIA SLOUGH SUBDISTRICT

Archaeology (33.565.260)

- **Archaeological resource protection as required by State**
 - Areas identified as requiring additional testing ARE CURRENTLY within the City's Protection Overlay Zone (no build zone : with some exceptions)

PROPOSED AIRPORT SUBDISTRICT

Environmental Zones (33.565.300-33.565.340)

- **Specify allowed wildlife management activities**
- **Allow habitat conversions consistent with wildlife management plan**
- **Allow development within the security perimeter fence to go directly to mitigation (normally, avoid and minimize analysis is required)**

City Land Use Plan – Zoning Code

PROPOSED MIDDLE COLUMBIA SLOUGH SUBDISTRICT

Environmental Zones (33.565.280-33.565.340)

- **Normal environmental regulations, plus**
- **Require crossing of main sloughs by bridge – no culverts allowed**
- **Require removal of pavement if development exceeds \$132,850 (indexed to inflation)**
- **Exempt usual and customary Drainage District activities (levee maintenance)**
- **Exempt wildlife hazard management activities**

INDEXING DEVELOPMENT COST TRIGGERS TO INFLATION

**Automatic Changes to Specified Dollar
Thresholds (33.700.075)**

**Mailed public notice and pavement removal
thresholds are indexed to inflation**

(See 33.565.245 and 33.565.295.)

REMOVING AIRPORT CONDITIONAL USE REVIEW

Conditional Use review for airport (33.815.200)

- **Remove approval criteria for airport conditional use review**

- **No longer needed as PDX is allowed by right**

- **Other aviation-related reviews remain**
 - **Commercial seaplane facilities**
 - **Helicopter landing facilities**

NEW AVIATION-RELATED TERMS

List of Terms and Definitions (33.900.010 and 33.910.030)

Terms and definitions are used to interpret and apply the code.

Add aviation-specific terms and definitions:

- **Airside Development**
- **Landside Development**
- **General Aviation**
- **Wildlife Species of Concern**

ADDING ACCESSORY USES SPECIFIC TO AIRPORT

Aviation And Surface Passenger Terminal (33.920.510)

Uses accessory to an allowed use are also allowed.

Adding to list of uses accessory to airport:

- Rental car facilities
- Basic Utilities category
 - **Police**
 - **Fire**
 - **MAX**
 - **energy (co)generation facilities**

City Land Use Plan – Zoning Code

NATURAL RESOURCES UPDATE

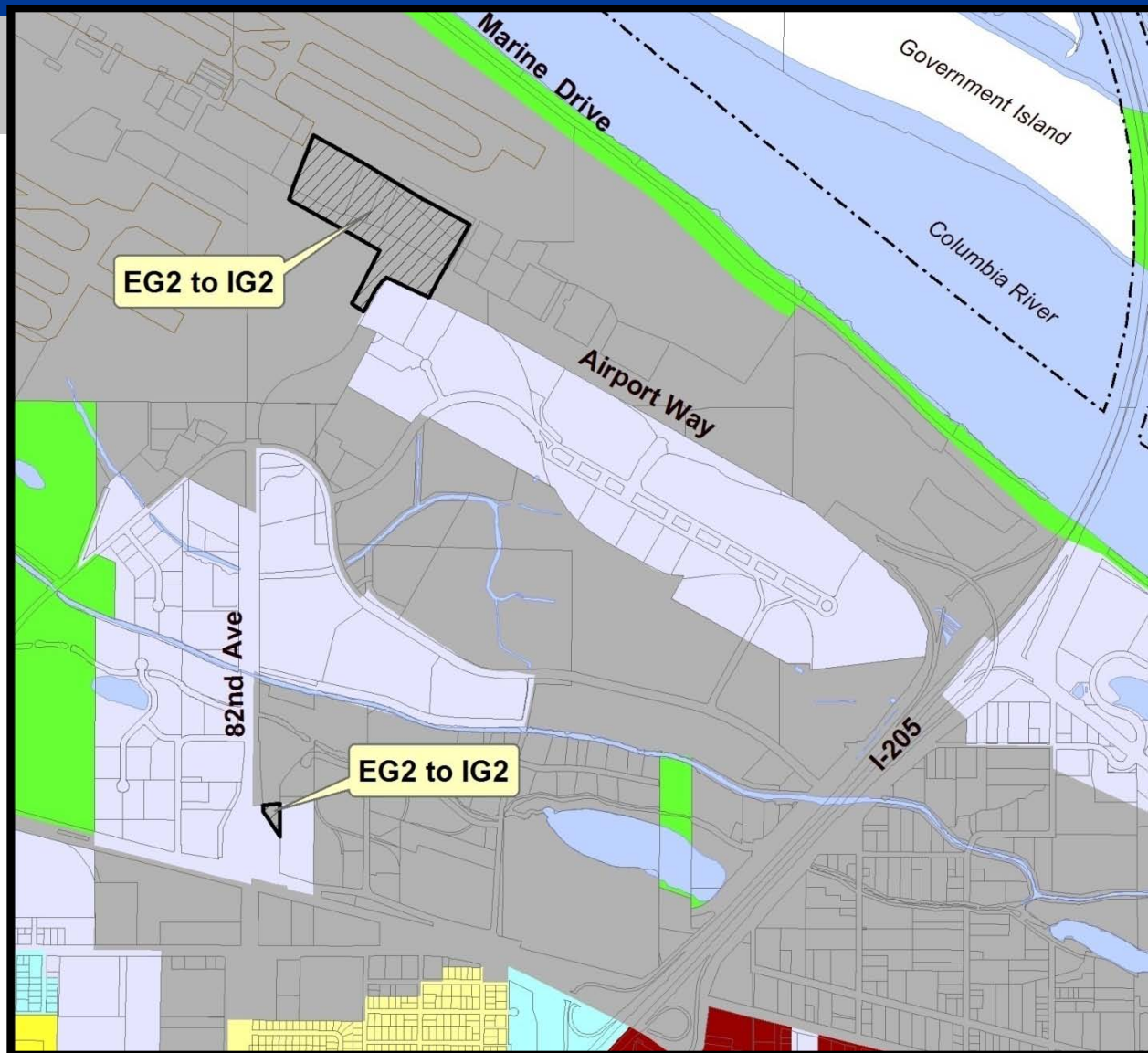
- **Inventory – complete**
- **ESEE Analysis – mostly complete**
- **Regulatory Program – still in discussion**
- **Enhancement Program – still in discussion**

City Land Use Plan – Zoning Map Amendments

Change zoning from Employment to Industrial for consistency

Proposed Zone Designations

- Open Space
- Residential 7,000
- Residential 5,000
- Low Density MD 2,000
- Neighborhood Commercial
- General Commercial
- General Employment 2
- General Industrial 2



Intergovernmental Agreements

- **Ongoing Public Involvement (PCAC):** City of Vancouver, City of Portland, and Port of Portland
- **Transportation:** City of Portland-Port of Portland
- **Sustainability Guidelines and Goals:** City of Portland-Port of Portland
- **Natural Resources:** City of Portland-Port of Portland

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