

Proposed Amendments to Portland's Periodic Review Work Program

TASK I – Community Involvement

Task I Overview

Ensure meaningful, timely, and sufficient community participation in all phases of plan update.

Subtask A – ~~Appoint Community Involvement Committee~~ Appointment

The Community Involvement Committee will consist of no more than three members of the City Planning and Sustainability Commission and at least nine others members nominated by the Mayor and confirmed by the Portland City Council.

Subtask B – ~~Establish Standards and Practices~~

The Community Involvement Committee will review the Public Engagement Community Involvement Program (Exhibit B of the Resolution) to ensure it contains sufficient and appropriate standards and practices. Needed improvements will be identified by the Community Involvement Committee and recommended to City Council by the Planning and Sustainability Commission ~~as possible amendments to the periodic review work program.~~

Subtask C – Monitoring and Evaluation

The Community Involvement Committee will meet at least quarterly and advise the Planning Bureau of Planning and Sustainability and the Planning and Sustainability Commission on the proper application of standards and practices. Needed improvements will be identified by the Community Involvement Committee and recommended to City Council by the Planning and Sustainability Commission.

Subtask D – Plan and Code Recommendations

The Community Involvement committee should review Goal 9 (Citizen Involvement) and Goal 10 (Administration) of the Portland Comprehensive Plan, and the “Legislative Procedures” Chapter of the City Zoning Code (Title 33) and provide recommendations to the Planning and Sustainability Commission for beneficial changes.

Task I Products

Report to Council containing list of confirmed appointments to the Community Involvement Committee.

Ordinance in Council adopting improvements to the Community Involvement Program, including standards and practices.

Regular evaluation of the Community Involvement Program.

Ordinance in Council adjusting the community involvement provisions in the City Code and Comprehensive Plan.

Task I Submission Dates

Appointments to the Community Involvement Committee will be submitted before May 1, 2010.

The first set of improvements to the Community Involvement Program, City Code, and Comprehensive Plan will be submitted before September 30, 2010. Any additional improvements will be submitted within 30 days of their adoption by Ordinance of the Portland City Council.

An evaluation of community involvement leading up the adoption of each Task II, III, IV, and V product will be included with the submission of that product.

TASK II – Inventory and Analysis

Task II Overview

Research and analysis necessary to provide a solid factual base for plan updates

Subtask A – Characterization of Existing Land Supply

An inventory will be constructed in three parts: constrained, highly constrained, and unconstrained.

1. Constrained Lands

Development is allowed on constrained lands, but with added scrutiny. The Constrained Lands inventory will be constructed from the best available, parcel specific information on the following:

- Infrastructure Limitations – Areas where an existing transportation, water, sewer, or drainage feature may be insufficient to support current plan designations
- Airport Conflicts – Areas where building use and height must be limited near Portland International Airport because of aircraft approaches or departures, aircraft noise, or safety concerns.
- Heliport Conflicts – Areas where building height must be limited near the Portland Heliport.
- Significant Natural Resources – Streams, lakes, riparian areas, forests, fish and wildlife habitats, scenic views, sites and corridors, groundwater recharge areas, designated open space, and three delineated wellhead protection areas - Columbia South Shore, Vivian, and Gilbert.
- Significant Cultural Resources – Historic districts, buildings, and sites; archeological sites; and areas subject to consultation with Native American tribal governments
- Landslide Hazards – Areas of historic failures; areas of unstable, old and recent landslides; and all slopes over 25%. Hazards will be identified from the best available topographic maps, and the following information from the Oregon Department of Geology and Mineral Industries, should this information become available at a parcel-specific scale: Statewide Digital Landslide Database (SLIDO), and Rapidly Moving Landslide Hazard Zones (IMS-22).
- Earthquake Hazards – Fault lines, areas subject to liquefaction, and areas subject to moderate or severe damage from earthquakes should Department of Geology and Mineral Industries databases IMS-1 and IMS-16 information become available at a parcel-specific scale.
- Floodplains and other Areas Subject to Flooding – Areas identified from Federal Emergency Management Agency 100-year flood maps, 1996 actual flooding, areas with impervious soils or other drainage problems, and areas with shallow ground water.

- Contaminated Areas – Areas identified by the Oregon Department of Environmental Quality from the following sources: Environmental Cleanup Sites I (ECSI), Confirmed Release Sites (CRL) and Underground Storage Tank Cleanup Sites (UST), should this information become available on a parcel-specific basis.

2. Highly Constrained Lands

Urban level development is rarely allowed on highly constrained lands, but provisions are often made to transfer development opportunity to less constrained sites. The highly constrained lands inventory will be composed of the following.

- Publicly Owned Land – Those publicly owned or controlled lands that do not provide for employment or residential uses. Examples include parks, rights-of-way, and the beds and banks of navigable waterways.
- Floodways – Areas mapped as floodways by the Federal Emergency Management Agency.
- Conserved Land – designated environmental protection areas; and land benefiting from farm, forest, or open space tax deferral programs.
- Rural lands – Lands that are both not within the regional urban growth boundary and not designated as urban reserves by Metro.

3. Unconstrained Lands

These are lands not falling within the previous two categories. This is the “Buildable Lands” inventory within the meaning of Statewide Planning Goal 9 (Economy) and Goal 10. The City will not employ this term because it engenders too much confusion, particularly the assumption that land not so inventoried is not buildable; thus the synonym “Unconstrained Lands” inventory.

Subtask B – Estimate of Remaining Development Potential

Remaining development potentials for housing and employment will be calculated from the existing Comprehensive Plan Map. This will involve the establishment of a standard set of justifiable assumptions for different categories of urban land, particularly for areas where infill development or redevelopment is likely. The spatial distribution of existing and potential development will inform a “base case” for an alternatives analysis.

Subtask C – Coordination of Population and Employment Forecast

Portland will begin periodic review without a current regional population forecast, or identified 20-year housing and employment needs. The beginning assumption is that Portland needs to accommodate at least its 2002 Metro allocation of jobs and housing, plus an added increment. Portland will work with Metro during periodic review and will recognize the new regional forecasts and allocations when they become available. An important part of this effort will be working with Metro to refine modeling assumptions to better estimate Portland’s remaining development potential.

Subtask D – Identification of Employment Needs

Future needs and opportunities will be examined and compared to existing conditions.

1. A new Economic Opportunities Analysis will be prepared. This analysis will describe international, national, state and local economic trends related to the types of business likely to locate or expand in Portland.
2. The City will also reexamine the adequacy of its existing industrial land base, identify “prime” industrial land, and characterize long-term and short-term supplies of industrial land suitable for different employment types in the City’s various employment districts.
3. Portland will also assess the adequacy of its land base for non-industrial employment. Land supply and demand analyses will consider urban centers, main streets and corridors, commercially underserved neighborhoods, and institutional land needs (e.g., schools, hospitals and universities).
4. The amounts of employment land of the constrained and unconstrained inventories will be identified.

Subtask E – Identification of Housing Needs

Existing and expected housing stock will be characterized by type and affordability.

1. Portland will recognize Metro’s new population forecast, housing urban growth report, and allocation of regional housing potential.
2. Portland will perform a “needed housing” examination, profiling existing and expected residents and the amount of housing affordable for different brackets of household income. Expected surpluses and deficiencies in different housing types and affordability ranges will be identified. The residentially zoned part of the unconstrained inventory will be checked to determine whether it contains the potential of 10-units per acre, and whether half the remaining potential is for multi-dwelling and attached single dwelling structures.
3. The City will also examine its total housing potential lost or gained since the last periodic review, particularly the supply of more affordable housing. Amounts of housing land on the constrained and unconstrained inventories will be identified.
4. The City will identify any provisions in its zoning and other codes that might serve as barriers to the provision of identified forms of needed housing. An example of one such form might be courtyard housing designed for families with young and school-aged children.

Task II Products

Ordinance of City Council adopting at least the following as Comprehensive Plan background documents:

- Inventory Map of Buildable Residential Lands
- Inventory Map of Buildable Employment Lands
- Inventory Map of Significant Natural Resources
- Inventory Map of Hazards
- Housing Needs Analysis
- Economic Opportunities Analysis
- Estimate of Remaining Housing Capacity
- Estimate of Remaining Employment Capacity

Task II Submission Date

All Task II products will be submitted before December 31, 2010.

Task III – Consideration of Alternatives

Task III Overview

The City will identify the consequences of alternative patterns of development. Development patterns will be depicted by use, intensity, and form.

Subtask A – Develop Evaluation Criteria

Evaluation criteria will include the state requirements for the examination of the economic, social, environmental, and energy consequences of different choices. Examples of measured consequences would include trip generation potential by mode and potential changes in housing costs. Additional evaluation criteria will be derived from community values identified through the visionPDX project.

Subtask B – Thematic Alternatives

Simplified consequence analysis will be applied to different patterns of urban development. Alternatives will be designed to emphasize particular community values. There will be several of these.

Subtask C- Detailed Alternatives

Detailed consequence analysis will be applied to a base case derived from a probable build-out of the existing comprehensive plan, and at least three other alternatives - each trying to achieve an optimum mix of community values.

Task III Products

Ordinance of City Council adopting an analysis of the social, economic, energy and environmental consequences of at least three alternative spatial deployments of the housing and employment needs as a Comprehensive Plan background document

Task III Submission Date

The Task III alternative analysis will be submitted before June 30, 2011.

Task IV – Policy Choices

Task IV Overview

Policy choices are decisions informed by the alternatives analyses. They must be recommended by the Planning and Sustainability Commission and adopted by City Council ordinance. This task description is fairly general because it attempts to describe only plausible decisions. The actual decisions must be based on the yet-to-be-completed preliminary work described in Tasks II and III above.

Subtask A – Physical Plan (New Comprehensive Plan Map)

A new plan for the physical development of the City will replace the existing Comprehensive Plan map. This plan might be form-based, use-based, or employ a combination of both approaches. All other periodic review policy choices should be derived from or supportive of the future development pattern depicted on the physical plan.

Subtask B – ~~Economy~~ The Economic Element

1. The City will adopt long-term policies and shorter-term strategies for economic development.
2. Different types of employment districts may be established.
3. Sufficient vacant, partially developed, and re-developable land will be identified to meet expected employment needs.
4. Coordination with Metro to ensure sufficient capacity for job growth within Portland is recognized by the regional *Urban Growth Management Plan*. This allocation will be derived from the point forecast of total regional employment needs for the Year 2030.

Subtask C – The Housing Element

1. The City will adopt long-term policies and shorter-term strategies for meeting identified housing needs.
2. The City may revisit its “no net loss” housing policy or adopt alternative housing conservation policies, particularly policies aimed at preserving the existing stock of affordable housing.
3. Sufficient vacant, partially developed, and re-developable land will be identified to meet expected employment needs.
5. Coordination with Metro to ensure sufficient capacity of housing growth within Portland is recognized by the regional *Urban Growth Management Plan*. This allocation will be derived from the point forecast of total regional population growth for the Year 2030 divided by forecasted future average household size..

Subtask D – The Public Facilities Element

1. New facilities plans will be developed to meet service requirements of the physical plan. These plans may provide for future updates through post-acknowledgement plan amendment processes to take account of better forecasting and modeling procedures expected to become available within the next five years.
2. Transportation, sewer, drainage, and water projects necessary to support future development will be identified and adopted as part of the plan.
3. The existing Portland International Airport, and any proposed airport expansion areas, will be depicted as public facilities in the plan.
4. A decision will be made to either continue or discontinue operation of the Portland Heliport. If continued the heliport would be depicted in the plan.
5. Should one or more school districts complete facility planning during the course of periodic review, and should the City be requested by a school district, the City could depict the general location of desired future school sites in the plan.

Subtask D E – The Transportation Element

1. Conforming amendments to the City Transportation System Plan will be made for updates to the Regional Transportation Plan.
2. If authorized by the Regional Transportation Plan the City might adopt alternatives to the “Level of Service” standard for characterizing the adequacy of existing and proposed transportation facilities. These alternatives might apply citywide or only within designated areas. In the absence of further state guidance the City might also adopt standard methods for examining the transportation effects for proposed intensifications or urban development.
3. The City might also consider a system of modal preferences or desired mode splits as part of its street classification scheme.

Task IV Products

Ordinance of City Council adopting at least the following amendments to the Portland Comprehensive Plan:

- Land Use Map depicting property-specific locations and intensity of needed housing and employment
- Economic Element, including coordination with Metro
- Housing Element, including coordination with Metro
- Transportation Element, conforming to Regional Transportation Plan

Task IV Submission Dates

All Task IV products will be submitted before June 30, 2012.

Task V - Implementation

Task V Overview

Whatever policy decisions are made, they must be carried out by sufficiently robust implementation measures. It is important to emphasize that not all these measures are regulatory. Funding an identified public works project is an example of plan implementation, as are programs carried out by government-to-government or public private partnerships. Because policy decisions have yet to be made, the illustrative implementation measures are necessarily vague. Possible new implementation measures might include:

1. Retention measures for prime industrial land and affordable housing stock,
2. Adjustments to minimum residential density requirements, or application of minimum density requirements to mixed use development or residential development in non-residential zones,
3. Form-based design standards,
4. Construction of additional streetcar lines,
5. Interagency agreements with special districts,
6. Establishment of new urban renewal areas,
7. A standard method for estimating traffic generation potential of proposed plan amendments,
8. New community involvement and outreach programs,
9. Inter-bureau strategies to carry out plan objectives, or
10. Adjustment of height, noise, and use limitations around airport.

Task V Products

Ordinance of City Council adopting regulations, projects, and agreements sufficient to carry out the amended Comprehensive Plan.

Task V Submission Dates

All products will be submitted before September 30, 2012.

FINAL WORK PROGRAM COMPLETION DATE

All periodic review tasks must be completed by October 1, 2012.