

## Planning Commission's Recommendation to City Council

# Schools and Parks Conditional Use Code Refinement Project

## Recommended Draft

March 18, 2010



City of Portland Bureau of  
**Planning and Sustainability**  
Sam Adams, Mayor | Susan Anderson, Director



## Schools and Parks Conditional Use Code Refinement Project

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## Acknowledgements

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January 26, 2010

Mayor Sam Adams and Members of Portland City Council  
Portland City Hall  
1221 SW Fourth Avenue  
Portland, OR 97204

Dear Mayor Adams and Council Members:

Over the course of 18 months, the Portland Planning Commission has heard from testifiers concerned about school closures, school reconfigurations and activities on public recreational fields in relation to provisions in the City's Zoning Code and Comprehensive Plan. Some testifiers expressed concerns about equal access to educational opportunities. Testifiers have included residents from around the city, as well as representatives of Portland Public Schools (PPS), the PPS School Board and numerous athletic groups. The Commission also has discussed issues in depth with City staff from Bureaus of Planning and Sustainability, Development Services, Parks and Recreation, and Transportation.

In December 2008 the Commission agreed to staff's proposal for a 3-pronged approach to the complex issues: 1) amend Code regulations in the short term; 2) pursue intergovernmental agreements that provide for collaboration between the City and its school districts in the long-term; and 3) address citywide impacts and opportunities related to decisions about school facilities during development of the longer-term Portland Plan. *The Schools and Parks Conditional Use Code Refinement Project* represents the first phase of a process to amend Title 33, Planning and Zoning, and Title 20, Parks and Recreation.

At meetings on November 10, 2009 and January 12, 2010, the Portland Planning Commission focused on Code revisions and voted to recommend that City Council approve amendments to conditional use requirements in the Zoning Code for schools and parks. The Commission also supported changes to Title 20 related to the City's recreational fields.

The Portland Planning Commission voted unanimously to recommend the following code amendments for schools and parks because they clarify the conditional use review process and increase flexibility, while also providing opportunity for public input:

1. **Clarify and Organize Code Chapters 33.281 and 33.815** – Move all conditional use provisions regarding schools and school sites into the schools chapter, leaving criteria in the conditional use chapter – This meets the City's goals for streamlined review and code language that is understandable to users.
2. **Allow fluctuations in enrollment and staffing at schools to occur by right and require conditional use review only for changes to physical infrastructure over 1500 square feet** – This focuses review on measurable physical changes, not ever-changing, historically challengeable figures.
3. **Extend the length of time that school buildings may remain vacant and then be reopened without Conditional Use Review, with adjusted requirements for Type II or III Conditional Use Review** – This provides flexibility for reuse of school buildings as needed and appropriate.



4. **Base requirements for Conditional Use Review and notice on certain physical improvements for recreational fields; for minor improvements not covered by a CU review, use public notification and an enforceable Good Neighbor Agreement to negotiate issues of compatibility with neighborhoods.** This recognizes increasing demands for public recreational sites, public benefits of healthy communal activities and facilitation of minor improvements by schools and volunteer groups. The Commission is confident that Parks and Recreation has proposed requirements for Good Neighborhood Agreements that will make those agreements more effective, provided there is continuing commitment to monitoring and enforcement of provisions.

The Planning Commission voted 4-1 to modify staff's proposal for Conditional Use review related to grade level changes:

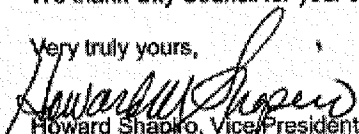
5. **Regulate grade level changes based on three school levels: K-5, 6-8, and 9-12.** Require Conditional Use Reviews when any grade is added to a school over the 8<sup>th</sup>/9<sup>th</sup> grade boundary or over the 5<sup>th</sup>/6<sup>th</sup> grade boundary, except when 6<sup>th</sup>-8<sup>th</sup> grade is added to a K-5 school. Require Type III review when K-5 grades are added to 6-8. The Commission's recommendation reflects concern about transportation safety for the youngest students added to schools designed for older children.

The Commission has agreed to changes to conditional use requirements because of opportunities to work on larger issues during development of the Portland Plan. Commissioners recommend that the Portland Plan:

- Recognize school districts' jurisdiction over educational policy and planning, but the City's and communities' mutual interest in collaboration on facilities planning in relation to community vitality.
- Recognize schools as hubs of 20-minute neighborhoods and communities, thereby reducing dependence on auto trips, promoting communal use of facilities and avoiding unequal impacts on different neighborhoods.
- Develop agreements with school districts that ensure consistency with the City's goals and policies for transportation connections, reduced dependence on auto travel, equity, enhancement of 20-minute neighborhoods, and overall livability.
- Encourage Good Neighbor Agreements, Intergovernmental Agreements and other non-regulatory tools to provide for better relationships between schools, parks and the public, but tie any lapses to conditional use criteria that ensure the City has "the teeth" to enforce compliance.
- Encourage opportunities for public input, blending of jurisdictional boundaries and communitywide discussion in developing Intergovernmental Agreements with school districts and in making decisions on facilities. The Commission hopes that IGAs will provide formal opportunities for public input on non-educational impacts of facilities changes in the community.

We thank City Council for your attention to our recommendations.

Very truly yours,

  
Howard Shapiro, Vice President  
Portland Planning Commission





## PORTLAND PARKS & RECREATION

Healthy Parks, Healthy Portland

January 11, 2010

Planning Commission  
1900 SW 4<sup>th</sup> Avenue, Room 7100  
Portland, OR 97201

Dear Chair and Commissioners:

The Portland Parks Board is pleased to lend full support to the proposed code refinements for recreational fields. The Parks Board has heard two presentations on this issue and believes what is being presented to you as a package is a balanced approach that considers neighborhood interests, as well as the needs of our growing organized sports community.

Through the Portland Plan process, human health issues have risen in importance. To improve the health of our residents, we need to promote active lifestyles, combat childhood obesity, and provide close access to parks and recreation opportunities for all Portlanders. Having sufficient and well-distributed recreational fields for organized sports use is absolutely vital for a thriving city. The code refinements bring these goals closer to realization.

The current Type III conditional use process should not be retained "as is" because for some field improvement proposals it functions as a blunt instrument, inhibiting modest proposals that have significant benefits to the large and growing active recreation community. The code refinements under consideration do not eliminate the Type III requirement entirely. Rather, they allow for adequate and, in some cases, more extensive public involvement and noticing requirements than in the current code.

As Parks Board chair, I urge you to recommend adoption of these code refinements as proposed in the package.

Sincerely,

Keith Thomajan  
Chair, Portland Parks Board

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### Portland Parks Board

*Keith Thomajan, Chair • Mike Alexander • Mary Anne Cassin  
Loen Dozono • Bill Hawkins • Nichole June Mabey  
Linda Robinson • Shelli Romero • Mary Ruble  
Bob Sallinger • Tricia Tillman • Julie Vigeland*



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## Under Separate Cover

*Schools Ordinance, April 2010*

*Recreational Fields Ordinance, April 2010*

## Previous Documents

*Schools and Parks Conditional Use Code Refinement Project (Recreational Fields Addendum)—  
Report to the Planning Commission, December 21, 2009*

*Schools and Parks Conditional Use Code Refinement Project—  
Report to the Planning Commission, August 19, 2009*

*Schools and Parks Conditional Use Code Refinement Project—  
Public Review Draft, April 28, 2009*



# I. Project Introduction

## Project Summary

The Bureau of Planning and Sustainability (BPS) received direction from the Planning Commission in December 2008 to lead a public process to clarify Portland's zoning code as it applies to conditional uses on school and park sites. The resulting code amendments for the *Schools and Parks Conditional Use Code Refinement Project* were approved by Planning Commission at public hearings in November of 2009 and January of 2010.

At the time of initiation, the project was designed to address the conditional use zoning code regulations as they apply to schools and parks in the following topic areas:

1. **Enrollment Fluctuations** -- What are the appropriate thresholds to trigger conditional use requirements when schools make enrollment adjustments?
2. **Change of Grade Level** -- What are the appropriate thresholds to trigger conditional use requirements when a school has a shift in grade levels?
3. **Recreational Field Uses** -- What are the appropriate thresholds that trigger conditional use requirements for new uses and existing uses when proposed changes increase the intensity of field use and spectators?
4. **Conditional Use Status for Vacant School Property** -- What is the appropriate period of time that must lapse before a vacant school property loses its conditional use status? (This is currently set at 3 years.)

The *Schools and Parks Conditional Use Code Refinement Project* was originated to clearly define and establish thresholds for when conditional use reviews are required for schools and recreational fields and to establish the type of review required based on the level of potential impacts. The project has focused on issues that are central to several pending code enforcement complaints, as well as code ambiguities that have been problematic for the Bureau of Development Services (BDS) and have caused confusion for Portland Parks and Recreation (PP&R), schools, and members of the community.

More detailed summaries of the school-related changes (Topic areas 1, 2, and 4) and recreational field-related changes (Topic area 3) are provided in Sections II and III respectively.

## Project Context

Significant issues have been raised by community members during this process regarding equity and socio-economic implications of school district programmatic and facilities decisions. A three-pronged approach to address these important challenges is recommended:

- **Through the zoning code:** issues directly related to measurable, physical impacts such as traffic, noise, and air quality are appropriately addressed through the zoning code and recommended code amendments follow on page 13 of this report.
- **Through intergovernmental agreements:** there are a number of issues that could be addressed through agreements between school districts and City government. Agreements could specify ways in which mutual consultation and problem resolution occur during consideration of any school decisions related to expansion, reconfiguration, closure or other significant facility changes, or any programmatic changes that have implications on community equity and prosperity. These agreements could ensure reciprocal consultation and problem resolution for any City decisions that may significantly affect or influence schools.



- **Through policy changes** to be considered in the Portland Plan and/or the comprehensive plan update: Policies could, for example, promote schools as multi-functional community hubs, provide direction regarding reuse of vacant schools, and direct City resources towards strategies to increase graduation rates. Establishing new policy direction will require significant public discussion in the years ahead.

## Assumptions

A number of assumptions provide context for this project:

- Schools and parks are key components of a “20 minute neighborhood” – a concept to be explored further in the Portland Plan in which neighborhood amenities and essential services are located within a 20-minute walk or bicycle ride from home.
- While there is a clear boundary between decisions that City government has jurisdiction over and decisions within school districts’ purview, it is vital that City government has a voice at the table for school district discussions concerning the future of major school facilities (including discussions about campus redevelopment or expansion, closure, or major reconfiguration) because of the interplay between these decisions and community vitality and prosperity. Similarly, school districts have expressed a desire to be integrally involved in planning discussions about Portland’s future. Avenues for improved collaboration and coordination between the City and its school districts are being actively pursued.
- Play is essential to the healthy growth and development of children, including their physical, emotional, social and intellectual development. Portland needs a complete, rich system of parks and recreational fields with a broad range of opportunities for outdoor play for children and adults alike.
- As our population grows and development pressures increase over time, it will become more and more challenging to create new recreational facilities to serve the community’s needs. Using our existing recreational opportunities creatively and efficiently (which may mean increasing the intensity of use of some existing facilities) will be imperative.
- Conditional use reviews are intended to assess and mitigate neighborhood impacts; they are not intended to influence educational policy decisions. The level of review associated with any specific regulation should be commensurate with the potential impacts to the surrounding neighborhood. Processes must be fair and transparent.
- General issues regarding the appropriateness of the conditional use process as the mechanism for regulating schools and parks will be forwarded to a larger city policy discussion. Many ideas, such as a new zone(s) for schools and parks, good neighbor agreements, and interagency agreements have already been identified and are worthy of consideration. These ideas hold promise for an approach that balances the needs of the community in using public properties with impacts on adjacent properties, and may be less cumbersome and more focused than a conditional use (CU) review allows.

## Summary of Conditional Use Review Procedures

Certain uses are identified in the zoning code as “conditional uses” instead of being allowed outright. Although they may have beneficial effects and serve important public interests, a review of these uses is necessary due to potential individual or cumulative impacts they may have on the surrounding area or neighborhood. The conditional use review provides an opportunity to allow the use when there are minimal impacts, to allow the use but impose mitigation measures to address identified concerns, or to deny the use if the concerns cannot be resolved.

Typically, a Type III review is required when a proposed use or development has potentially greater impacts on the community than those reviewed under a Type II review. Type III reviews include greater notification requirements, lengthier timelines to ensure adequate time to review more complex proposals, decisions by the Hearings Officers, and appeal rights to City Council. The approval criteria used for Type II and Type III conditional use reviews are identical. The difference in fees and timelines for the two is as follows:

Type II – Approximately 8 weeks review time and \$3,630 in review fees

Type III – Approximately 15 weeks review time and \$11,137 to \$16,483 in review fees.

## **Planning Commission's Recommendation**

The Planning Commission recommends that City Council take the following actions:

- Adopt this report;
- Amend Title 33 (Zoning Code) and Title 20 (Parks and Recreation) as shown in this report;
- Adopt the report and commentary as further findings and legislative intent;
- Adopt the ordinances; and
- Advance efforts for larger public discussions, and develop formal agreements with school districts, to guide consultation and collaboration on issues of interest and concern to the City and districts.





## II. Topic Summary – Schools (Topic Areas #1, #2, and #4)

### Introduction

Schools are essential infrastructure in the city, and they serve a wide variety of functions in the community beyond simply their educational mission. The City of Portland and the six public school districts with facilities inside Portland's city limits have a number of mutual interests related to the interplay between schools, community and a thriving city. These code amendment recommendations provide clarity and flexibility as school programs and facilities (both public and private) fluctuate over time.

### Topic Area #1: Enrollment Fluctuations

#### Issue

There is currently confusion regarding the relationship between two zoning code chapters that regulate schools: Chapters 33.281, Schools and Schools Sites, and 33.815, Conditional Uses. The schools chapter (33.281) acknowledges that schools by their nature need a high degree of flexibility to address changing demographics and educational policy decisions and does not regulate enrollment fluctuations. However, the conditional use chapter (33.815) requires a conditional use when there are any changes in members, students, trips and events. Enrollment fluctuations are typically reviewed by BDS only when other physical changes are proposed that would trigger a conditional use review.

#### Recommendation

The recommended code change will add language to 33.281.030, Review Thresholds for School Uses, that allow fluctuations in enrollment and staffing by right unless other regulations, such as additional building square footage, are triggered. This recommendation assumes that a variety of other regulations (e.g., building, fire, health and safety codes) dictate the maximum capacity for any facility based on size, configuration, and other physical constraints of the campus. This amendment is a code clarification and will not result in any content changes.

### Topic Area #2: Change of Grade Levels

#### Issue

Currently, the Zoning Code requires a conditional use (CU) review for changes of *levels* of schools (elementary, middle school, junior high school, and high school), but does not address changes in *grades* within a school level. In the past few years, Portland Public Schools converted 30 schools from elementary or middle schools to K-8 schools. The school district used the state definition, which defines 'elementary school' as any combination of grades K-8 and understood that a CU was not required.

The Bureau of Development Services (BDS) has received 102 code compliance complaints on nine of these schools. Because of the lack of clarity in the Zoning Code regulations, BDS has placed a hold on the complaints and is waiting for the results of this project to proceed. Pending the outcome of this project, those complaints will be processed using any new code language that results from this project.

#### Recommendation

The recommended code changes would clearly define what triggers a CU when new grades are added to an existing school. The recommendation does not incorporate the state's definition of 'elementary school' (any combination of grades K through 8), but instead regulates three 'levels' of schools: any combination of K-5, any combination of 6-8, and any combination of 9-12.

The recommendation would set the thresholds for a CU as follows:

- Allow, by right, any grade changes within the three school levels: K-5, 6-8, and 9-12.
- Require a Type III CU when a K-8 or 6-8 school adds any higher grades (9-12).
- Require a Type III CU when a 6-8 or 6-12 school adds any lower grades (K-5).
- Require a Type II CU when a 9-12 school adds any lower grades (K-8).

The recommended thresholds reflect the current regulations which require a Type III CU when an elementary or middle school changes to a high school and a Type II CU when a high school changes to a middle or elementary school. In addition, the recommended changes require a Type III CU when a school containing any grade 6-12 adds any lower grades (currently, a change that is allowed without review), and clarifies that grades 6-8 may be added to K-5 schools without review.

Though the recommendation does not align with the state definitions of 'elementary school', it does provide a clear and workable standard.

The Planning Commission heard concerns in testimony from the community that recent grade change decisions may have resulted in low-income and minority populations experiencing greater segregation and fewer curriculum resources. These are issues that would not be addressed as part of a CU review because the approval criteria do not address socio-economic implications. The recommendation does not address these issues.

Please refer to the commentary in Chapter 33.281, Schools and School Sites for the legislative intent of these amendments.

## **Topic Area #4: Conditional Use Status of Vacant School Property**

### **Issue**

Currently a school—like any other conditional use—loses its conditional use status after 3 years. After that time, a new conditional use review is required to re-establish a school in the vacated facility. This is problematic for school districts because it often takes more than 3 years to re-open a school.

### **Recommendation**

The recommended code change extends the length of time that can lapse before a vacant building loses its conditional use status from 3 years to 5 years. In addition, the recommended code language would require a Type II, rather than a Type III CU review if the school has been vacated more than 5 years, but less than 10 years, and does not include any changes to the use or development that would otherwise require a Type III CU. The recommendation would add more flexibility by increasing the time a school may be vacant before losing its conditional use status, while recognizing that after 5 years there may be changes in the neighborhood, applicable regulations, and/or other various factors that warrant a new CU review.

### III. Topic Summary – Recreational Fields (Topic Area #3)

#### Introduction

For more than fifty years, Portland Parks & Recreation and Portland Public Schools have worked together to provide thousands of children, youth, and adults sports programming and recreational opportunities on hundreds of sports fields in almost every neighborhood in the city. The need for sports fields has increased steadily over the past two decades – as the population continues to grow and need increases, adequate recreational facilities for children, youth, and adults must be provided. The recommended changes remove code ambiguity while ensuring appropriate levels of review for field development or alterations. These include new ways to regulate recreational fields that better serve the community and address the need to improve fields amidst growing demand and limited resources.

#### Topic Area #3: Recreational Fields

##### Issues

- Current structure of 33.281 (schools), 33.100 through 33.120 (OS, R base zones) and 33.815 (conditional uses) is unclear and inconsistent in some situations leading to different standards for the same development.
- Current code requires data from applicants that is difficult, or impossible to provide (there is no recordkeeping mechanism available to track 'spectators').
- Current code does not have a definition for 'organized sports'.
- Current code language is ambiguous in some situations and onerous in other situations when determining if review (and public notice) is required for sports fields.
- Inconsistent code language leads to some field development occurring without public notice or review.






##### Recommendations

These recommended amendments move away from counting spectators and instead require a conditional use (CU) or public notice based on certain physical improvements (such as seating areas, amplification equipment, and lighting) that exceed allowable thresholds. Neighborhood compatibility issues that might not be addressed through a CU review (such as hours of play, amount of play per season or year, required noticing of changes in activity, parking concerns, litter, foul balls over fences, etc.) would be handled through other means than the Zoning Code. The amendments would provide public notice when CUs are not required and improve Good Neighbor Agreements. See *Recreational Fields Recommended Code Amendment Matrix* beginning on the following page for a summary of recommended amendments. Specifically, the recommended amendments would:

1. Consolidate thresholds and development standards in a new Title 33 (Zoning Code) chapter – 33.279.
2. Create a definition for *organized sports*. This new definition differentiates between more organized scheduled games and less organized/unstructured play, such as practice.
3. Create measurable thresholds to more clearly indicate exactly when CU reviews are required (includes public notice).
4. Introduce public notice and comment opportunity procedures when CUs are not required. Require schools and/or Portland Parks & Recreation (PP&R) to provide notice to neighbors where field changes are proposed. The notice will provide information on proposed changes, opportunities for input and contact information for staff.
5. Identify parameters for using a Good Neighbor Agreement (GNA) as a tool to address both the concerns of the community and the need for PP&R and schools to provide safe, adequate recreational opportunities to children, youth, and adults in the City of Portland.


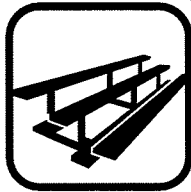



# Recreational Fields Recommended Code Amendment Matrix




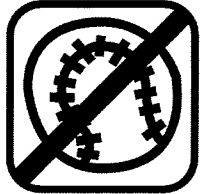
Alteration	Existing Code		Recommended Code		
	Threshold/ Requirement	Review/ Notice	Threshold/ Requirement	Review/ Notice	GNA Avail.
 <b>New Fields</b>	<b>School sites</b> – Technically silent on new fields, but interpreted the same as changes to existing fields <b>Park sites</b> - Drawing of spectators (No quantity specified)	Type III CU	All new fields (except as allowed below)  Exception: 1 new field allowed on sites with an existing field approved for organized sports use. Must be within 300' of existing field.	Type III CU  Public Notice/ Comment	
 <b>Concession Areas</b>	<b>School sites</b> - Any size or increase in size <b>Park sites</b> - Increase in floor area >1,500 sq. ft., and increase of >10% in floor area on site	Type III CU	Use existing Park site thresholds	Type III CU	
	<b>Park sites</b> - Increase in floor area >1,500 sq. ft., but increase of <10% or less in floor area on site	Type II CU	Use existing Park site thresholds	Type II CU	
	<b>Park sites</b> - Increase in floor area <1,500 sq. ft.	No Review	Use existing Park site thresholds	Public Notice / Comment	
 <b>Field Lighting</b>	<b>School sites</b> – Any increased glare <b>Park sites</b> – Increases >10% of approved numbers (games, spectators, hours)	Type III CU	Any field lighting added to a field that doesn't have lighting	Type III CU	
	<b>Park sites</b> – Increases <10% of approved numbers (games, spectators, hours)	Type II CU			

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# Recreational Fields Recommended Code Amendment Matrix




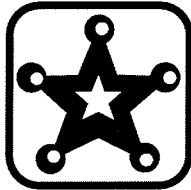
Alteration	Existing Code		Recommended Code		
	Threshold/ Requirement	Review/ Notice	Threshold/ Requirement	Review/ Notice	GNA Avail.
 <b>Voice Amplification</b>	<b>School sites</b> – Any increased noise	Type III CU	Any amplified sound system added to a field that doesn't have sound	Type II CU	
	<b>Park sites</b> – Code is silent	No Review			
 <b>Seating</b>	<b>School sites</b> – Any increase in number of spectators	Type III CU	Increases >10% above 210 lineal ft.	Type III CU	
	<b>Park sites</b> - Increases >10% of approved numbers (games, spectators, hours)				
	<b>Park sites</b> - Increases <10% of approved numbers (games, spectators, hours)	Type II CU	Increases <10% above 210 lineal ft.	Type II CU	
 <b>Parking</b>	Any increase	Type III CU	Except as allowed below, all increases or decreases	Type III CU	
	Decrease of 1 space or 4%, whichever is greater, but not > 5 spaces	No Review	Increase or decrease of up to 2 spaces or up to 10%, whichever is greater	Type II CU	
	Any other decrease	Type III CU	Increase or decrease of 1 space or 4%, whichever is greater, but not >5 spaces	Public Notice / Comment	✓

# Recreational Fields Recommended Code Amendment Matrix

Alteration	Existing Code		Recommended Code		
	Threshold/ Requirement	Review/ Notice	Threshold/ Requirement	Review/ Notice	GNA Avail.
 <b>Age Conversion</b>	<b>School sites –</b> Converting use of field from elementary to MS, or from MS to HS	Type III CU	<b>Baseball:</b> <10 to >=10 <b>All other sports:</b> <13 to >=13/Adult	Public Notice / Comment	
	Converting use of field from HS to MS or elementary, or from MS to elementary	Type II CU			
	<b>Park sites –</b> Code is silent	No Review			
 <b>Development Standards</b>	<b>Fields –</b> 50-feet setback from abutting R-Zoned property	N/A	<b>Fields –</b> 50-feet setback from abutting R-Zoned property. Measured from (foul line for baseball/softball and field end/side line for all others).	N/A	
	<b>Accessory structures –</b> 10'-15' setback		<b>Bleachers –</b> 30' setback <b>All other accessory structures –</b> 15' setback		
 <b>Loss of CU Status</b>	Discontinued > 3 years	Type III CU	Discontinued >10 years	Type III CU	
			Discontinued >5 years, but <10 years	Type II CU	
			Discontinued <5 years	No Review	



# Recreational Fields Recommended Code Amendment Matrix

Tools	Existing	Recommended
 <b>Review/ Notice</b>	<p>Type III CU – Decision is made by Hearings Officer. Public notice is mailed to all property owners within 400 feet of site and all recognized associations within 1,000 feet.</p> <p>Type II CU – Decision is made by staff. Public notice mailed to all property owners within 150 feet of site and all recognized associations within 400 feet.</p>	<p>Type III CU – <b>No changes</b></p> <p>Type II CU – <b>No changes</b></p> <p><b>Public Notice</b> – Implement via Title 20. New public notice providing proposed development information to property owners within 400 feet of site and opportunity to comment</p>
 <b>Good Neighbor Agreement (GNA)</b>	<p>Currently there are no defined parameters for Land Use Reviews. Generally BDS staff and the Hearings Officer have not required GNA's due to their difficulty in tracking and verifying that neighborhood groups and the applicants are following their established protocol (agreement) for communicating and problem-solving.</p>	<p>Implement via Title 20. In order to conduct recreational programs and/or use City-owned facilities a GNA may be required to bring affected parties together. Title 20 identifies parameters of when a GNA is appropriate, and what is required.</p>
 <b>Field Permitting Guidelines</b>	<p>Field permitting guidelines of permitting entity</p>	<p>Continue using and enforcing permitting guidelines of permitting entity</p>
 <b>Code Compliance</b>	<p>Enforcement of Title 33 – Portland Zoning Code</p>	<p>Continued enforcement of Title 33 – Portland Zoning Code for conditions of approval and development standards</p>



## IV. Recommended Amendments to Title 33 - Zoning Code

The recommended amendments to the Zoning Code that apply to schools and recreational fields are included in this section of the report. The amendments are on the odd-numbered pages. The facing (even-numbered) pages contain commentary about the recommended amendment. Code language to be added is underlined and code language to be removed is shown in ~~striketrough~~.

For completely new chapters or sections, recommended language is not underlined for ease of reading. This is noted in the header when applicable.

Additional complementary amendments related specifically to recreational fields are included in Section V., Recommended Amendments to Title 20 – Parks and Recreation, and Section VI., Recommended Good Neighbor Agreement (GNA) Policy.



**Commentary****Title 33, Planning and Zoning List of Chapters**

This language adds a new chapter 33.279 for recreational fields used for organized sports to the list of chapters.

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

## TITLE 33, PLANNING AND ZONING LIST OF CHAPTERS

### INTRODUCTION

- How to Use This Document
- 10 Legal Framework and Relationships

### BASE ZONES

- 100 Open Space Zone
- 110 Single-Dwelling Residential Zones
- 120 Multi-Dwelling Residential Zones
- 130 Commercial Zones
- 140 Employment and Industrial Zones

### ADDITIONAL USE & DEVELOPMENT REGULATIONS

- 203 Accessory Home Occupations
- 205 Accessory Dwelling Units
- 209 Aviation
- 212 Bed and Breakfast Facilities
- 218 Community Design Standards
- 219 Convenience Stores
- 224 Drive-Through Facilities
- 229 Elderly and Disabled High Density Housing
- 236 Floating Structures
- 239 Group Living
- 243 Helicopter Landing Facilities
- 248 Landscaping and Screening
- 251 Manufactured Housing and Manufactured Dwelling Parks
- 254 Mining and Waste-Related
- 258 Nonconforming Situations
- 262 Off-Site Impacts
- 266 Parking and Loading
- 272 Public Recreational Trails
- 274 Radio Frequency Transmission Facilities
- 278 Permit-Ready Houses
- 279 Recreational Fields for Organized Sports
- 281 Schools and School Sites
- 284 Self-Service Storage
- 285 Short Term Housing and Mass Shelters
- 288 Special Street Setbacks
- 293 Superblocks
- 296 Temporary Activities

**TABLE OF CONTENTS**

This language adds a new chapter 33.279 for recreational fields used for organized sports to the Table of Contents.

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~striketrough~~

## TABLE OF CONTENTS

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100	Open Space Zone .....	100-1
110	Single-Dwelling Residential Zones .....	110-1
120	Multi-Dwelling Residential Zones.....	120-1
130	Commercial Zones.....	130-1
140	Employment and Industrial Zones .....	140-1
<b>Additional Use and Development Regulations</b>		
203	Accessory Home Occupations .....	203-1
205	Accessory Dwelling Units.....	205-1
209	Aviation .....	209-1
212	Bed and Breakfast Facilities .....	212-1
218	Community Design Standards.....	218-1
219	Convenience Stores .....	219-1
224	Drive-Through Facilities .....	224-1
229	Elderly and Disabled High Density Housing.....	229-1
236	Floating Structures .....	236-1
239	Group Living.....	239-1
243	Helicopter Landing Facilities.....	243-1
248	Landscaping and Screening.....	248-1
251	Manufactured Housing and Manufactured Dwelling Parks .....	251-1
254	Mining and Waste-Related .....	254-1
258	Nonconforming Situations .....	258-1
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266	Parking and Loading .....	266-1
272	Public Recreational Trails .....	272-1
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278	Permit-Ready Houses .....	278-1
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**33.100.100 Primary Uses****B. Limited uses.****2. Parks And Open Areas.**

- a-f. This code change moves the Open Space regulations for recreational fields to a new Chapter 33.279, Recreational Fields for Organized Sports. It also clarifies that parking areas are a conditional use and removes repetitive language.

**3. Schools.**

The omission of this Paragraph clarifies that schools are actually a conditional use as opposed to a limited use as would be suggested by this current paragraph language. The following Subsection C covers conditional uses, and schools would fall into this category as Table 100-1 describes. This is consistent with how schools are treated in the single-dwelling base zone.



**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strike through~~

**33.100.100 Primary Uses****A. Allowed uses. [No change.]**

**B. Limited uses.** Uses allowed that are subject to limitations are listed in Table 100-1 with an "L". These uses are allowed if they comply with the limitations listed below and the development standards and other regulations of this Title. In addition, a use or development listed in the 200s series of chapters is also subject to the regulations of those chapters. The paragraphs listed below contain the limitations and correspond with the footnote numbers from Table 100-1.

1. [No Change]
2. Parks And Open Areas. This regulation applies to all parts of Table 100-1 that have note [2]. Uses in the Park And Open Areas category are allowed by right. However, certain accessory uses and facilities which are part of a Park And Open Areas use require a conditional use review. These facilities are listed below.
  - a. ~~Parks. Swimming pools; concession areas; parking areas; baseball, football, soccer, and other fields used for organized sports; and other facilities that draw spectators to events in a park, are conditional uses within a park use.~~
  - b. ~~Cemeteries, including Mausoleums, chapels, and similar accessory structures associated with funerals or burial and parking areas are conditional uses within a cemetery use.~~
  - c. ~~Golf courses, including Club houses, restaurants, and driving ranges, and parking areas are conditional uses within a golf course use.~~
  - d. ~~Boat ramps. All boat ramps and associated parking areas are conditional uses.~~
  - e. Parking areas.
  - f. Recreational fields for organized sports. Recreational fields used for organized sports are subject to the regulations of Chapter 33.279, Recreational Fields for Organized Sports.
- ~~3. Schools. This regulation applies to all parts of Table 100-1 that have note [3]. School uses are subject to the regulations for schools in the R5 zone as well as Chapter 33.281, Schools and School Sites.~~
- ~~34. Radio Frequency Transmission Facilities. This regulation applies to all parts of Table 100-1 that have note [34]. Some Radio Frequency Transmission Facilities are allowed by right. See Chapter 33.274.~~
- ~~45. Community Services. This regulation applies to all parts of Table 100-1 that have note [45]. Most Community Service uses are a conditional use. However, short term housing and mass shelters are prohibited.~~
- ~~56. Basic Utilities. This regulation applies to all parts of Table 100-1 that have note [56]. Basic Utilities that serve a development site are accessory uses to the primary use being served. All other Basic Utilities are conditional uses.~~

**Table 100-1**

School Use is a conditional use in the OS zone and not a limited use as the footnote suggests. Eliminating the footnote reference clarifies this. The changes to the table also reflect the renumbering resulting from omission of the school footnote #3.

## RECOMMENDED ZONING CODE LANGUAGE

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strike through~~

Table 100-1 Open Space Zone Primary Uses	
Use Categories	OS Zone
<b>Residential Categories</b>	
Household Living	N
Group Living	N
<b>Commercial Categories</b>	
Retail Sales And Service	CU [1]
Office	N
Quick Vehicle Servicing	N
Vehicle Repair	N
Commercial Parking	N
Self-Service Storage	N
Commercial Outdoor Recreation	CU
Major Event Entertainment	N
<b>Industrial Categories</b>	
Manufacturing And Production	N
Warehouse And Freight Movement	N
Wholesale Sales	N
Industrial Service	N
Railroad Yards	N
Waste-Related	N
<b>Institutional Categories</b>	
Basic Utilities	L/CU [5] <del>[6]</del>
Community Service	CU <del>[4]</del> <del>[5]</del>
Parks And Open Areas	L/CU [2]
Schools	CU <del>[3]</del>
Colleges	N
Medical Centers	N
Religious Institutions	N
Daycare	CU
<b>Other Categories</b>	
Agriculture	Y
Aviation And Surface Passenger Terminals	N
Detention Facilities	N
Mining	CU
Radio Frequency Transmission Facilities	L/CU [3] <del>[4]</del>
Rail Lines And Utility Corridors	CU

Y = Yes, Allowed

CU = Conditional Use Review Required

Notes:

L = Allowed, But Special Limitations

N = No, Prohibited

- The use categories are described in Chapter 33.920.
- Regulations that correspond to the bracketed numbers [ ] are stated in 33.100.100.B.
- Specific uses and developments may also be subject to regulations in the 200s series of chapters.

**33.100.200 Development Standards****A. Allowed or limited uses.****1. Building setbacks.**

The addition of this language clarifies that standards for recreational fields used for organized sports are subject to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.

**2. Outdoor activity facility setbacks.**

The addition of this language clarifies that recreational fields used for organized sports are not an Outdoor activity facility and are subject to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.

**3. Recreational fields.**

This paragraph provides a reference to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.

**B. Conditional uses.****1. Building setbacks.**

- b. The addition of this language clarifies that standards for recreational fields used for organized sports are subject to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

### 33.100.200 Development Standards

- A. Allowed or limited uses.** Allowed or limited uses are subject to the development standards stated below.
1. Building setbacks. Except as specified in paragraph A.3, below, Bbuildings must be set back from all property lines 1 foot for each foot of building height.
  2. Outdoor activity facility setbacks. Except as specified in paragraph A.3 below, oOutdoor activity facilities, such as swimming pools, basketball courts, tennis courts, or baseball diamonds must be set back 50 feet from abutting R-zoned properties. Playground facilities must be set back 25 feet from abutting R-zoned properties if not illuminated, and 50 feet if illuminated. Where the outdoor activity facility abuts R-zoned properties in School uses, the required setback is reduced to zero.
  3. Recreational fields for organized sports. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.
- B. Conditional uses.** Conditional uses are subject to the development standards stated below.
1. Building setbacks.
    - a. Generally. Except as specified in paragraph 1.b, below, Bbuildings must be set back from all the property lines 1 foot for each foot of building height. Where the site is adjacent to a transit street or a street within a Pedestrian District, the maximum setback is 25 feet.
    - b. Recreational fields for organized sports. Setbacks for structures that are accessory to recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.
  2. Parking. Conditional uses must meet the parking standards for that use in the CG zone, as stated in Chapter 33.266, Parking and Loading.
  3. Other standards. Conditional uses are also subject to the other development standards stated in Table 110-5 in Chapter 33.110, Single-Dwelling Zones.



**Commentary****33.110.100 Primary Uses**

A. Allowed uses.

B. Limited uses.

2. Parks and Open Areas.

- a-f. This code change moves the single-dwelling zone regulations for recreational fields for organized sports to a new Chapter 33.279, Recreational Fields for Organized Sports. It also clarifies that parking areas are a conditional use and removes repetitive language.

## RECOMMENDED ZONING CODE LANGUAGE

Language to be added is underlined  
 Language to be deleted is shown in ~~strikethrough~~

**33.110.100 Primary Uses**

- A. Allowed uses.** Uses allowed in the single-dwelling zones are listed in Table 110-1 with a "Y". These uses are allowed if they comply with the development standards and other regulations of this Title. Being listed as an allowed use does not mean that a proposed use will be granted an adjustment or other exception to the regulations of this Title. In addition, a use or development listed in the 200s series of chapters is also subject to the regulations of those chapters.
- B. Limited uses.** Uses allowed that are subject to limitations are listed in Table 110-1 with an "L". These uses are allowed if they comply with the limitations listed below and the development standards and other regulations of this Title. In addition, a use or development listed in the 200s series of chapters is also subject to the regulations of those chapters. The paragraphs listed below contain the limitations and correspond with the footnote numbers from Table 110-1.
1. Community Service Uses. This regulation applies to all parts of Table 110-1 that have note [1]. Most Community Service uses are regulated by Chapter 33.815, Conditional Uses. Short term housing and mass shelters have additional regulations in Chapter 33.285, Short Term Housing and Mass Shelters.
  2. Parks And Open Areas. This regulation applies to all parts of Table 110-1 that have note [2]. Parks And Open Areas uses are allowed by right. However, certain accessory uses and facilities which are part of a Parks And Open Areas use require a conditional use review. These accessory uses and facilities are listed below.
    - a. ~~Parks. Swimming pools; concession areas; parking areas; baseball, football, soccer, and other fields used for organized sports; and other facilities that draw spectators to events in a park, are conditional uses within a park use.~~
    - b. ~~Cemeteries, including Mausoleums, chapels, and similar accessory structures associated with funerals or burial, and parking areas are conditional uses within a cemetery use.~~
    - c. ~~Golf courses, including Club houses, restaurants, and driving ranges, and parking areas are conditional uses within a golf course use.~~
    - d. ~~Boat ramps. All boat ramps, whether they are primary or accessory use are conditional uses.~~
    - e. Parking areas.
    - f. Recreational fields for organized sports. Recreational fields used for organized sports are subject to the regulations of Chapter 33.279, Recreational Fields for Organized Sports.

3-5. [No Change.]

**C-D. [No Change.]**

**33.110.245 Institutional Development Standards****A. Purpose.****B. Use categories to which these standards apply.**

Provides a reference to the development standards found in the new chapter 33.279, Recreational Fields for Organized Sports.

**C. The standards.****4. Outdoor activity facility setbacks.**

The addition of this language clarifies that recreational fields used for organized sports are not an Outdoor activity facility.

**5. Recreational fields.**

This paragraph provides a reference to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.

**6-10 Numbering sequence change.**

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

### 33.110.245 Institutional Development Standards

- A. Purpose.** The general base zone development standards are designed for residential buildings. Different development standards are needed for institutional uses which may be allowed in single-dwelling zones. The intent is to maintain compatibility with and limit the negative impacts on surrounding residential areas.
- B. Use categories to which these standards apply.** The standards of this section apply to uses in the institutional group of use categories, whether allowed by right, allowed with limitations, or subject to a conditional use review. The standards apply to new development, exterior alterations, and conversions to institutional uses. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.
- C. The standards.**

1-3. [No Change.]

- 4. Outdoor activity facilities. Except as specified in paragraph C.5 below, oOutdoor activity facilities, such as swimming pools, basketball courts, tennis courts, or baseball diamonds must be set back 50 feet from abutting R-zoned properties. Playground facilities must be set back 25 feet from abutting R-zoned properties if not illuminated, and 50 feet if illuminated. Where the outdoor activity facility abuts R-zoned properties in School uses, the required setback is reduced to zero.

- 5. Recreational fields for organized sports. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.

6-10 ~~5-9~~. [No Change other than number sequence.]

**Table 110-5  
Institutional Development Standards**

**Notes:**

[1-5] No Change

[6] Clarifies that setbacks for structures that are accessory to recreational fields for organized sports are stated in Chapter 33.279, Recreational Fields for Organized Sports.



**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

<b>Table 110-5 Institutional Development Standards [1]</b>	
Minimum Site Area for New Uses	10,000 sq. ft.
Maximum Floor Area Ratio [2]	0.5 to 1
Maximum Height [3]	50 ft.
Minimum Building Setbacks [2]	1 ft. back for every 2 ft. of bldg. height, but in no case less than 15 ft.
Maximum Building Setback Transit Street or Pedestrian District	20 ft. or per CU/IMP review
Maximum Building Coverage [2]	50% of site area
Minimum Landscaped Area [2,4]	25% of site area to the L1 standard
Buffering from Abutting Residential Zone [5]	15 ft. to L3 standard
Buffering Across a Street from a Residential Zone [5]	15 ft. to L1 standard
Setbacks for All Detached Accessory Structures Except Fences [6]	10 ft.
Parking and Loading	See Chapter 33.266, Parking And Loading
Signs	See Title 32, Signs and Related Regulations

**Notes:**

- [1] The standards of this table are minimums or maximums as indicated. Compliance with the conditional use approval criteria might preclude development to the maximum intensity permitted by these standards.
- [2] For campus-type developments, the entire campus is treated as one site. Setbacks are only measured from the perimeter of the site. The setbacks in this table only supersede the setbacks required in Table 110-3. The normal regulations for projections into setbacks and for detached accessory structures still apply.
- [3] Towers and spires with a footprint of 200 square feet or less may exceed the height limit, but still must meet the setback standard. All rooftop mechanical equipment must be set back at least 15 feet from all roof edges that are parallel to street lot lines. Elevator mechanical equipment may extend up to 16 feet above the height limit. Other rooftop mechanical equipment that cumulatively covers no more than 10 percent of the roof area may extend 10 feet above the height limit.
- [4] Any required landscaping, such as for required setbacks or parking lots, applies towards the landscaped area standard.
- [5] Surface parking lots are subject to the parking lot setback and landscaping standards stated in Chapter 33.266, Parking And Loading.
- [6] Setbacks for structures that are accessory to recreational fields for organized sports are stated in Chapter 33.279, Recreational Fields for Organized Sports.

**Commentary****33.120.100 Primary Uses**

A. Allowed uses.

B. Limited uses.

7. Parks and Open Areas.

- a-f. This code change moves the multi-dwelling zone regulations for recreational fields to the new Chapter 33.279, Recreational Fields for Organized Sports. It also clarifies that parking areas are a conditional use and removes repetitive language.

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

### 33.120.100 Primary Uses

- A. Allowed uses.** Uses allowed in the multi-dwelling zones are listed in Table 120-1 with a "Y". These uses are allowed if they comply with the development standards and other regulations of this Title. Being listed as an allowed use does not mean that a proposed use will be granted an adjustment or other exception to the regulations of this Title. In addition, a use or development listed in the 200s series of chapters is also subject to the regulations of those chapters.
- B. Limited uses.** Uses allowed in these zones subject to limitations are listed in Table 120-1 with an "L". These uses are allowed if they comply with the limitations listed below and the development standards and other regulations of this Title. In addition, a use or development listed in the 200s series of chapters is also subject to the regulations of those chapters. The paragraphs listed below contain the limitations and correspond with the footnote numbers from Table 120-1.

1-6. [No Change.]

7. Parks And Open Areas. This regulation applies to all parts of Table 120-1 that have note [7]. Parks And Open Areas uses are allowed by right. However, certain accessory uses and facilities which are part of a Parks And Open Areas use require a conditional use review. These accessory uses and facilities are listed below.

- a. ~~Parks. Swimming pools; concession areas; parking areas; baseball, football, soccer, and other fields used for organized sports; and other facilities that draw spectators to events in a park, are conditional uses within a park use.~~
- b. ~~Cemeteries, including Mausoleums, chapels, and similar accessory structures associated with funerals or burial, and parking areas are conditional uses within a cemetery use.~~
- c. ~~Golf courses, including Club houses, restaurants, and driving ranges, and parking areas are conditional uses within a golf course use.~~
- d. ~~Boat ramps. All boat ramps, whether they are primary or accessory use are conditional uses.~~
- e. Parking areas.
- f. Recreational fields for organized sports. Recreational fields used for organized sports are subject to the regulations of Chapter 33.279, Recreational Fields for Organized Sports.

8-10. [No Change.]

**33.120.100 Primary Uses (cont'd)**

**A. Allowed uses.**

**B. Limited uses.**

11. Schools, Colleges, and Medical Centers in the IR zone.

- d. This code change moves the schools, colleges and medical center regulations for recreational fields to the new Chapter 33.279, Recreational Fields for Organized Sports.

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

### 33.120.100 Primary Uses (cont'd)

11. Schools, Colleges, and Medical Centers in the IR zone. This regulation applies to all parts of Table 120-1 that have a note [11].
  - a. Purpose. High Schools, Colleges, and Medical Centers located in IR Zones are limited to the large institutional campuses the IR Zone is intended to foster. The IR zone was created in recognition of the role such institutions play in meeting the needs of Portland's citizens.
  - b. Regulations for institutional campuses. High Schools, Colleges, Hospitals, and Medical Centers are allowed to develop as institutional campuses when they meet the following regulations.
    - (1) The institution is located or is to be located on a site that is at least 5 acres in total area. Exceptions to this minimum size requirement are prohibited.
    - (2) The institution has an approved impact mitigation plan or conditional use master plan.
    - (3) Trade schools and business schools are commercial uses and are not allowed in an IR zone through a conditional use.
  - c. Regulations for other institutions. Schools, Colleges, Hospitals, and Medical Centers are allowed as a conditional use only.
  - d. Regulations for recreational fields for organized sports. Recreational fields used for organized sports are subject to the regulations of Chapter 33.279, Recreational Fields for Organized Sports.

12-14. [No Change.]

**C-D. [No Change]**

**Commentary****33.120.275 Institutional Development Standards**

**A. Purpose.** No change

**B. Use categories to which these standards apply.**

Provides a reference to the development standards found in the new chapter for recreational fields, Chapter 33.279, Recreational Fields for Organized Sports

**C. The standards.**

4. Outdoor activity facility setbacks.

The addition of this language clarifies that recreational fields used for organized sports are not an Outdoor activity facility.

5. Recreational fields.

This paragraph provides a reference to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.

6-10 Numbering sequence change.

**33.120.277 Development Standards for Institutional Campuses in the IR Zone**

**A. No change**

**B.** The addition of this language clarifies that recreational fields used for organized sports are not subject to these standards but instead the standards of the new Chapter 33.279, Recreational Fields for Organized Sports.

**C. The standards.**

1-3 No change

4. This paragraph adds a reference to the development standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.



**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

**33.120.275 Development Standards for Institutions**

- A. Purpose.** The general base zone development standards in the R3 through RX zones are designed for residential buildings. Different development standards are needed for institutional uses which may be allowed in multi-dwelling zones. The intent is to maintain compatibility with and limit the negative impacts on surrounding residential areas.
- B. Use categories to which these standards apply.** The standards of this section apply to uses in the institutional group of use categories in the R3 through IR zones, whether allowed by right, allowed with limitations, or subject to a conditional use review. The standards apply to new development, exterior alterations, and conversions to institutional uses. Uses that are part of an institutional campus with an approved impact mitigation plan in the IR zone are subject to the development standards of 33.120.277. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.
- C. The standards.**
- 1-3. [No change.]
4. Outdoor activity facilities. Except as specified in paragraph C.5 below, oOutdoor activity facilities, such as swimming pools, basketball courts, tennis courts, or baseball diamonds must be set back 50 feet from abutting R-zoned properties. Playground facilities must be set back 25 feet from abutting R-zoned properties if not illuminated, and 50 feet if illuminated.
5. Recreational fields used for organized sports. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.
- 6-10 ~~5-9~~. [No change other than number sequence.]

**33.120.277 Development Standards for Institutional Campuses in the IR Zone**

- A. [No Change]**
- B. Where these standards apply.** The standards of this section apply to all development that is part of an institutional campus with an approved impact mitigation plan or an approved conditional use master plan in the IR zone, whether allowed by right, allowed with limitations, or subject to a conditional use review. The standards apply to new development, exterior alterations, and conversions from one use category to another. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.
- C. The standards.**
- 1-3 [No change]
4. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.

**Commentary****200s Additional Use & Development Regulations****33.279 Recreational Fields for Organized Sports**

This language adds a new chapter for recreational fields used for organized sports to the 200s chapters.

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strike~~through

## **200s - ADDITIONAL USE & DEVELOPMENT REGULATIONS**

- 33.203 Accessory Home Occupations
- 33.205 Accessory Dwelling Units
- 33.209 Aviation
- 33.212 Bed and Breakfast Facilities
- 33.218 Community Design Standards
- 33.219 Convenience Stores
- 33.224 Drive-Through Facilities
- 33.229 Elderly and Disabled High Density Housing
- 33.236 Floating Structures
- 33.239 Group Living
- 33.243 Helicopter Landing Facilities
- 33.248 Landscaping and Screening
- 33.251 Manufactured Housing and Manufactured Dwelling  
Parks
- 33.254 Mining and Waste-Related
- 33.258 Nonconforming Situations
- 33.262 Off-Site Impacts
- 33.266 Parking and Loading
- 33.272 Public Recreational Trails
- 33.274 Radio Frequency Transmission Facilities
- 33.278 Permit-Ready Houses
- 33.279 Recreational Fields for Organized Sports
- 33.281 Schools and School Sites
- 33.284 Self-Service Storage
- 33.285 Short Term Housing and Mass Shelters
- 33.288 Special Street Setbacks
- 33.293 Superblocks
- 33.296 Temporary Activities

**Commentary****33.279 Recreational Fields for Organized Sports**

Code language pertaining to recreational fields is currently found in the OS, Single-dwelling zones, and Multi-dwelling base zones (Use and Institutional Development Standards) as well as in Chapter 33.281, Schools and School Sites, and 33.815 Conditional Uses. This new chapter (33.279) would consolidate conditional use requirements, development standards, and loss of conditional use status for recreational fields into one chapter. This will allow recreational fields used for organized sports on schools, school sites, and park sites to be treated the same. Changes to existing recreational field code language, as seen in earlier commentary and recommended code changes, remove regulations from the various sections of the code and instead require that they be subject to this new chapter. This consolidation clarifies and simplifies the procedures and standards for recreational fields.

**33.279.010 Purpose**

The purpose outlines the need for recreational fields and their unique relationship to the community. It also recognizes that as neighborhoods change, so will the demand and alterations to the fields. Furthermore, the purpose identifies compatibility and impacts with residential areas as important elements.

**33.279.020 Where These Regulations Apply**

This language identifies where the new regulations for recreational fields would apply. It identifies that the regulations of this chapter apply to schools, school sites, and parks in Open Space zones, R-zones (single- and multi-dwelling), and the IR zone (Institutional Residential).

THIS IS A NEW CHAPTER, FOR EASE OF READING IT IS NOT UNDERLINED

**CHAPTER 33.279**  
**RECREATIONAL FIELDS FOR ORGANIZED SPORTS**

(Added by: Ord. No. \_\_\_\_\_, effective \_\_\_\_/\_\_\_\_/10)

**General:**

- 33.279.010 Purpose
- 33.279.020 Where These Regulations Apply
- 33.279.030 Review Thresholds for Development
- 33.279.040 Development Standards
- 33.279.050 Loss of Conditional Use Status
- 33.279.060 Additional Regulations

**33.279.010 Purpose**

The recreational field requirements:

- Allow flexibility in the use and development of recreational fields;
- Recognize that recreational fields used for organized sports have a special relationship to the community and are an important resource;
- Recognize that demographics and program needs change over time, and that alterations and additions to recreational fields respond to those changes; and
- Maintain compatibility with and limit the negative impacts on surrounding residential areas.

**33.279.020 Where These Regulations Apply**

The regulations of this chapter apply to recreational fields if all of the following are met:

- A. Organized sports.** If the recreational field is used for organized sports;
- B. OS, R, or IR zone.** If the recreational field is in an OS, R, or IR zone; and
- C. School, school site, or in a park.** If the recreational field is located on a school, school site, or in a park.

## Commentary

### 33.279.030 Review Thresholds for Development

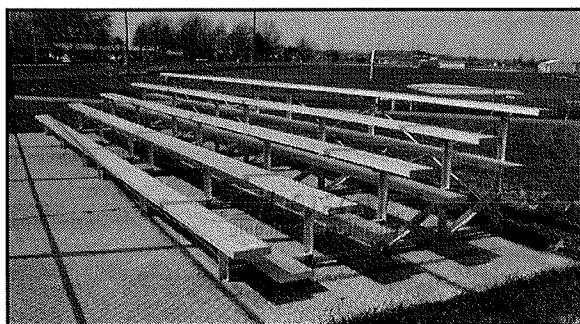
The code now requires a conditional use (CU) review for new fields in parks and schools that are used for organized sports. The thresholds for review rely on any increases in number of spectators. It is extremely difficult to implement this requirement for a number of reasons. One reason is that it is difficult to define a spectator. Another reason is that it is difficult to track the numbers of spectators that come to events. Existing facilities may be subject to a new CU review if they draw even one more spectator than they have in the past.

The recommended amendments move away from the standard of quantifying actual spectators. Instead, they aim to capture physical improvements that speak to the intensity of use experienced by the field(s). A conditional use review would be required for facilities that are designed to accommodate a significant number of spectators, or that would draw spectators at night when they could create greater disturbances in a neighborhood. New facilities and changes to existing facilities that potentially increase use intensity such as seating, amplification systems, and lighting, for example, would require a conditional use review. Other minimal changes would be allowed without review. However some field changes that do not require a CU would instead trigger a public notice/opportunity to comment that would be covered in Title 20, Parks and Recreation. This notice and comment opportunity may or may not lead to a Good Neighbor Agreement that has also been developed as part of recommended amendments to Title 20. See Section V and VI for additional information on these processes.

#### A. Allowed

This subsection identifies what recreational field development is allowed without a conditional use review.

- 1-6. This language is consistent with language in 33.281 Schools and School Sites and language found in 33.815 Conditional Uses.
7. This provision allows for up to 210 lineal feet of spectator seating without a CU. As mentioned above, these thresholds move away from quantifying spectators, which can be difficult to determine or track. As such, development that would accommodate spectators is used to identify one element of field intensity that could be used as a threshold for review. 210 lineal feet represents two standard bleachers (5 rows). At 36 inches per person (1.5 feet of personal space on each side), this seating would accommodate 70 people. It should be noted that 70 people would represent a reasonable seating capacity and it is assumed that maximum seating would not be reached during



Standard Bleacher (Note: Bleachers such as these were recently added to Lents Park for the Little League - two bleachers per field on multiple fields)

most events. It is assumed that not all of the spectators will be single occupancy drivers and therefore impacts such as parking are limited, but worth review if this threshold is exceeded. The Bureau of Transportation has stated that 70 people would translate to approx. 25 cars which is an acceptable quantity without transportation impact review.

THIS IS A NEW CHAPTER, FOR EASE OF READING IT IS NOT UNDERLINED

### **33.279.030 Review Thresholds for Development**

This section states when development related to recreational fields is allowed, when a conditional use review is required, and the type of procedure used.

**A. Allowed.** Alterations to the site that meet all of the following are allowed without a conditional use review provided the proposal:

1. Complies with all previous conditions of approval;
2. Meets one of the following:
  - a. Complies with the development standards of this Title; or
  - b. Does not comply with the development standards of this Title, but an adjustment or modification to the development standards has been approved through a land use review;
3. Does not increase the floor area by more than 1,500 square feet;
4. Does not increase the exterior improvement area by more than 1,500 square feet. Fences, handicap access ramps, on-site pedestrian circulation systems, and increases allowed by Subsections A.6 and A.8, below are exempt from this limitation;
5. Will not result in a net gain or loss of site area;
6. Will not result in an individual or cumulative loss or gain in the number of parking spaces, except as follows:
  - a. On sites with 5 or more parking spaces, up to 1 space or 4 percent of the total number of existing parking spaces, whichever is greater, may be removed; however, the removal of more than 5 spaces requires a conditional use review;
  - b. Up to 1 space or 4 percent of the total number of existing parking spaces, whichever is greater, may be added; however, the addition of more than 5 spaces requires a conditional use review; and
  - c. Any cumulative loss or gain of parking allowed in 6.a or 6.b above is measured from the time the use became a conditional use, or the last conditional use review of the use, whichever is most recent, to the present.
7. Does not result in total spectator seating per field exceeding 210 lineal feet; or

**33.279.030 Review Thresholds for Development**

8. One new field is recommended to be allowed on a school, school site, or park site where there is already approved organized sports use occurring. The rationale for this allowance of one field is that adding only one new field is not significantly adding to site activities that are already happening. The field must be within 300 feet of the existing field that has organized sports use. The requirement that the new field be within 300' of the existing field consolidates site activities with similar characteristics. Additionally one new field that proposes either lighting, spectator seating in excess of 210 lineal feet, or voice amplification systems would not be allowed to use this provision since those alterations alone require a conditional use (CU) review.

In situations where this exception is applicable, neighbors would still receive public notice and an opportunity to comment through the Public Notice provision in Title 20, Parks and Recreation. Neighbors would get advanced notice and an opportunity to weigh-in on the proposal before it is allowed. A Good Neighbor Agreement is also an option if resolution cannot be achieved. See Sections V and VI.

If a field is proposed on a site that does not currently have approved organized sports activity, then this development would require a Type III CU since the site does not currently have the types of characteristics associated with organized sports. Regardless of current organized sports activity, more than one new field would also be reviewed as a Type III CU given the potential greater impacts.



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**33.279.030 Review Thresholds for Development (cont'd)**

**A. Allowed.**

8. Does not add more than one new field, as measured from the time the use became a conditional use, to a site containing one or more existing approved fields for organized sports. Up to one new field may be added. The new field must:
  - a. Meet the development standards of Section 33.279.040;
  - b. Not include lighting, a voice amplification system, or spectator seating in excess of 210 lineal feet;
  - c. Be within 300 feet of an existing field approved for organized sports; and
  - d. Be constructed under a Building or Zoning Permit that identifies the existing development and the new field that is being added, per this section.

**33.279.030 Review Thresholds for Development (cont'd)****B. Type II**

This subsection identifies when a Type II conditional use review is required.

1. Voice amplification is another element of field use that can have impacts on neighboring properties. As such, its addition to a field that does not currently have a voice amplification system would require a Type II review. The term "system" is used intentionally to differentiate between smaller hand held devices and larger permanent systems. Voice amplification added to a field that already has amplification would not trigger a conditional use review, and Chapter 33.262, Off-Site Impacts would regulate impacts resulting from any additional noise.
- 2-9. This language is consistent with 33.281 Schools and School Sites recommended thresholds.

**C. Type III**

This subsection identifies when a Type III conditional use review would be required.

1. All new fields would require a Type III CU with the exception of one new field on a site that currently has a recreational field used for organized sports. See previous Commentary.
2. Lighting provides for extended play into evening hours when field play could have additional impacts on neighbors. Noise typically occurring during daylight hours could occur into the evening. Glare from lights could also impact neighbors. Adding lighting to a field that currently does not have lighting would trigger a conditional use review. Lighting added to a field that already has lighting would not trigger a conditional use review, and Chapter 33.262, Off-Site Impacts would regulate any issues with additional glare.
3. This language clarifies that all other development (unless allowed by Subsection A, or a Type II per Subsection B) is a Type III.

THIS IS A NEW CHAPTER, FOR EASE OF READING IT IS NOT UNDERLINED

### **33.279.030 Review Thresholds for Development**

**B. Type II.** A Type II review is required for the following individual or cumulative alterations:

1. Voice amplification systems for recreational fields that currently do not have an approved voice amplification system;
2. When proposed alterations to the site will not violate any conditions of approval;
3. When there will be a net loss in site area that will not take the site out of conformance, or further out of conformance, with a site development standard;
4. When there will be an increase or decrease in the net number of parking spaces by up to 2 spaces or up to 10 percent of the total number of parking spaces, whichever is greater;
5. When the alterations will not increase the floor area on the site by more than 10 percent, up to a maximum of 25,000 square feet;
6. When the alterations will not increase the exterior improvement area on the site by more than 10 percent, up to a maximum of 25,000 square feet. Parking area increases that are allowed by B.4 above are exempt from this limitation;
7. When the alterations will not increase the floor area and the exterior improvement area on the site by more than 10 percent, up to a maximum of 25,000 square feet. Parking area increases that are allowed by B.4 above are exempt from this limitation; or
8. The increases in paragraphs B.4 through 7, above, are measured from the time the use became a conditional use or the last conditional use review of the use, whichever is most recent, to the present.

**C. Type III.** The following are processed through a Type III procedure:

1. New recreational fields, except as allowed by Subsection A.8 above;
2. Lighting for recreational fields that currently do not have approved lighting; or
3. All other alterations to development related to recreational fields used for organized sports on the site, including alterations not allowed by Subsections A. and B. above.

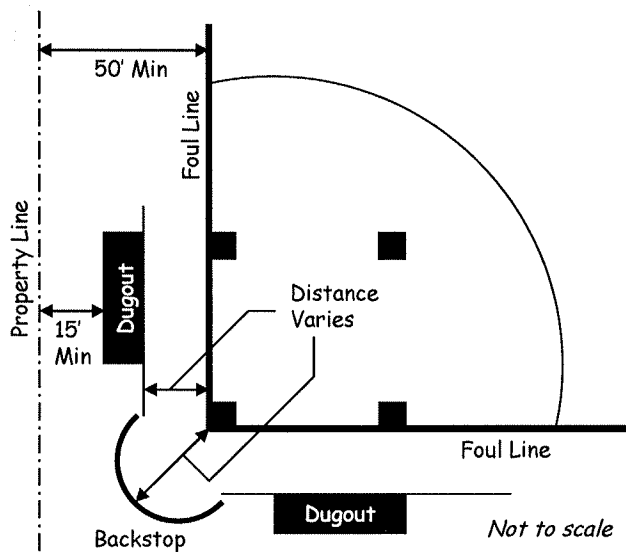
## Commentary

### 33.279.040 Development Standards

Development standards for recreational fields are currently found in the institutional development standards of the R zones and the development standards of the OS zone. Locating them in this new chapter facilitates determining what standards apply to recreational fields in the OS, R, and IR zones.

Currently development standards for recreational fields require a 50-foot setback from residentially-zoned properties. This standard is maintained with the recommended code language since it provides adequate distance to minimize impacts. Additionally, if fields were set back in excess of 50 feet, this would preclude the ability for many park and school sites to support field development. This language also clarifies that the

50-foot setback is measured from the foul line for baseball/softball (see drawing) and from the field end or side line for all other sports.



The standards also allow accessory structures such as dugouts, or bleachers to be within this setback, but no closer than 30 feet for bleachers and 15 feet for all other structures. The 30-foot setback for bleachers addresses noise and privacy issues unique to spectator seating. The 15-foot setback for all other accessory structures is consistent with the 15-foot setback currently required for detached accessory structures in the institutional development standards for single-dwelling zones. Multi-dwelling zones currently require 10 feet and this would be increased to 15 feet with the recommended standard.

### 33.279.050 Loss of Conditional Use Status

Currently a recreational field loses its conditional use status after 3 years if the use is discontinued. After that time, reuse of the field for organized sports is not allowed without a new conditional use review. This amendment extends the time that a field can be reused for organized sports under the same conditional use approval from 3 years to 5 years. It further defines what review types are used if the reuse is proposed before or after 10 years from discontinuance and whether additional development is proposed. The language used here is consistent with recommended 33.281 Schools and School Sites language. The increase in time before CU status is lost provides for additional flexibility with fields as use fluctuates.

### 33.279.060 Additional Regulations

This section provides a reference to Title 20, specifically a public notice/commentary requirement meant to capture specific elements of recreational field development that don't require a conditional use review. The public notice will give neighbors an opportunity to learn of proposed recreational field development and contact Park staff regarding their comments. By sharing information and concerns early, all involved have the opportunity to identify ways to improve a proposal and to resolve conflicts. If required, a Good Neighbor Agreement may be entered into. See Sections V and VI.

THIS IS A NEW CHAPTER, FOR EASE OF READING IT IS NOT UNDERLINED

### **33.279.040 Development Standards**

- A. Purpose.** Ensure that recreational fields and accessory structures will be compatible with and minimize negative impacts on adjacent uses.
- B. Standards.** The standards of this subsection apply to new fields, alterations to existing fields, and accessory structures.
  - 1. Recreational fields. Recreational fields must be set back at least 50 feet from adjacent R-zoned sites. Setbacks are measured from property lines to foul line for baseball and softball fields, and to the field end or side lines for all other sports.
  - 2. Accessory structures. Spectator seating such as bleachers or benches must be set back at least 30 feet from adjacent R-zoned sites and at least 15 feet from all other lot lines. All other accessory structures including dugouts, concession stands, and restrooms must be set back at least 15 feet from all lot lines.

### **33.279.050 Loss of Conditional Use Status**

If a recreational field is not used for organized sports for more than 5 continuous years, a new conditional use is required to resume the use for organized sports. Except as allowed by 33.279.030.A, the new conditional use is reviewed as follows:

- A.** If the organized sports use has been discontinued for less than 10 years, and the proposed new organized sports use does not add lighting or does not result in total spectator seating per field exceeding 210 lineal feet, it is reviewed through a Type II procedure.
- B.** All other new organized sports uses are reviewed through a Type III procedure.

### **33.279.060 Additional Regulations**

Other City regulations may apply to recreational fields used for organized sports. See Title 20, Parks and Recreation.

**CHAPTER 33.281  
SCHOOLS AND SCHOOL SITES**

**33.281.020 Relationship to Base Zone and Conditional Use Regulations**

Currently, there are two chapters that regulate school conditional uses - Chapter 33.81 Schools and School Sites and Chapter 33.815 Conditional Uses. To simplify the code these amendments recommend moving all the regulations that govern when a CU is required and the type of review required for schools from Chapter 33.815 Conditional Uses to Chapter 33.281, Schools and School Sites. The sections that have been added to Chapter 33.281 include 33.815.040, Review Procedures, and 33.815.050, Loss of Conditional Use Status. The amended code language clarifies that these regulations are now in chapter 33.281 and drop the references to these sections in the conditional use chapter. The approval criteria 33.815.105 will continue to be located in Chapter 33.815.

Language to be added is underlined  
 Language to be deleted is shown in ~~strikethrough~~

## **CHAPTER 33.281 SCHOOLS AND SCHOOL SITES**

### **33.281.010 Purpose**

The City recognizes that schools have a special relationship to the community. This chapter provides regulations for schools and school sites located throughout the City's neighborhoods. The regulations acknowledge that school sites provide an important community resource and that traditionally a wide variety of activities take place at school sites. The regulations also reflect the fact that there is a constant change in uses, programs, and buildings as school districts respond to changing demographics and educational innovations. At the same time, the regulations protect surrounding uses from negative impacts by providing a forum for the review of major changes to uses or buildings.

### **33.281.020 Relationship to Base Zone and Conditional Use Regulations**

The base zone chapters indicate whether school uses are allowed by right, are conditional uses, or are prohibited. In OS and R zones, schools are generally regulated as conditional uses. In C and E zones, schools are generally allowed by right. In I zones, schools are prohibited. This chapter provides supplemental information and regulations specific to school uses and school sites. The requirements of the base zone apply unless superseded by the regulations in this chapter. In situations where the use is regulated as a conditional use, the regulations that apply are located in this chapter, except for the conditional use approval criteria, which are in 33.815.105. ~~the conditional use regulations approval criteria in 33.815.040, .050, and .105 also apply.~~ If a school site has previous conditions of approval, the specific conditions take precedence over the threshold levels of review in this chapter.

Commentary

33.281.030. Review Thresholds for School Uses

A. [No Change]

B. Change of grade levels.

Currently, the Zoning Code requires a conditional use (CU) review for changes of *levels* of schools (elementary, middle school, junior high school, and high school), but does not address changes in *grades* within a school level. It also does not address simply adding or removing grades from an existing school; it addresses situations where the complete school level is changed. As a further complication, the state defines 'elementary school' as any combination of grades K-8, but the Zoning Code contains no definition of the different school levels.

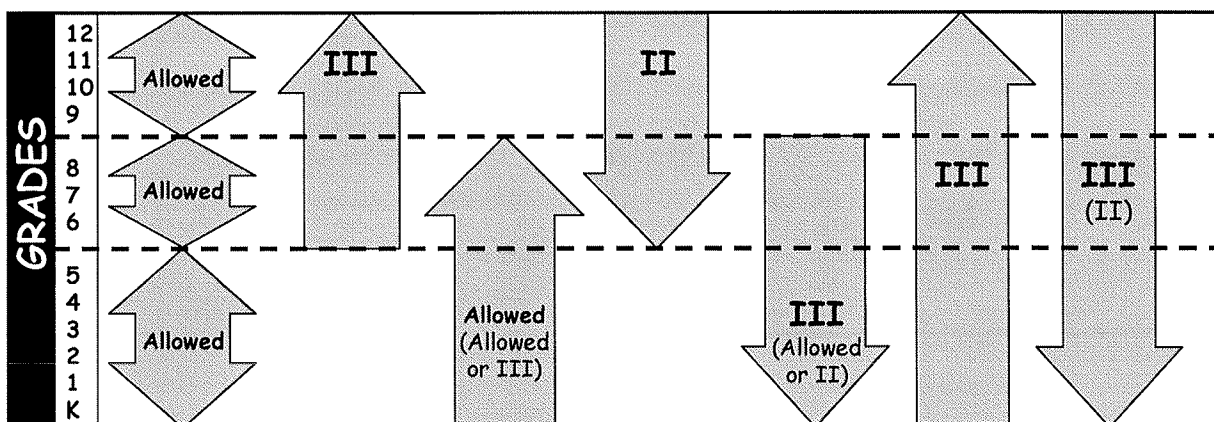
These amendments revise the current code to regulate changes in 'grade level' rather than changes in 'school level'. They are intended to provide the school districts with as much flexibility as needed to accommodate changes, while ensuring that grade changes that may result in impacts to the surrounding area continue to require a CU review.

While adopting the state definition of 'elementary school' would be the simplest way of regulating schools (i.e. regulating 9-12 grade level and K-8 grade levels), it would not address the Planning Commission's concern regarding the impacts adding K-5 grades to a school with higher grades has on the surrounding area and the safety of the younger children.

In general, these amendments:

- Regulate three school levels: K-5, 6-8, and 9-12 grades.
- Allow for any grade changes that result in a school that has a combination of grades K-5, 6-8 or 9-12, unless other regulations, such as additional building square footage, are triggered.
- Require a CU review for most situations when a grade outside of the defined grades in its level is added to a school. But once a grade outside these levels is added then all grades in that level may be added without further review.
- Allow any grade to be removed from a school.

Procedure Type Required When Adding Grade Levels



Note: Parentheses indicate where existing procedure type differs from recommendation. In cases where the code is unclear, both interpretations are listed.

See the following page of commentary for the legislative intent of each regulation.



**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
Language to be **deleted** is shown in ~~strike through~~

**Code begins on next code language page.**

## Commentary

## 33.281.030. Review Thresholds for School Uses (cont'd)

## B. Change of grade levels.

The following chart provides the legislative intent of these amendments:

	Adding Lower Grades	Adding Higher Grades
9-12	<p><b>Adding grades 6-8 to a school containing 9<sup>th</sup>-12<sup>th</sup> grades requires a Type II CU.</b></p> <p><i>Intent: This reflects the current regulations that require a Type II CU when a high school changes to an elementary or middle school. When younger grades are combined with grades 9-12 the students often have to commute farther from their home than they would if they attended their K-8 school, resulting in transportation impacts.</i></p> <p><b>Adding grades K-5 to a school containing 6<sup>th</sup>-12<sup>th</sup> grades requires a Type III CU.</b></p> <p><i>Intent: This changes current practice. Currently the code is unclear whether adding any grades K-5 to a school with 6<sup>th</sup>-8<sup>th</sup> grades require a Type II CU or is allowed. Adding K-8 to a school with 9<sup>th</sup>-12<sup>th</sup> grades requires a Type II CU. This amendment requires a Type III for both situations. See below for the legislative intent of this amendment.</i></p>	n/a
6-8	<p><b>Adding grades K-5 to a school containing 6<sup>th</sup>-8<sup>th</sup> grades requires a Type III CU.</b></p> <p><i>Intent: The primary reason for requiring a Type III CU in these situations is to allow for a public review of the safety of adding younger children to a school (and transportation system) designed for older students. The Planning Commission felt that a Type III conditional use review in these situations would benefit the public.</i></p>	<p><b>Adding grades 9-12 to a school containing 6<sup>th</sup>-8<sup>th</sup> grades requires a Type III CU.</b></p> <p><i>Intent: This reflects the current regulations that require a Type III CU when an elementary or middle school changes to a high school. The impacts for a high school (students can drive, open campuses, larger facilities, increased extra-curricular activities and after school activities) tend to create more of an impact to the surrounding area.</i></p>
K-5	n/a	<p><b>Adding grades 6-8 to a school containing K-5<sup>th</sup> grades is allowed.</b></p> <p><i>Intent: There is no value added for a school to undergo a conditional use review for this situation because there is no data available to objectively distinguish between the impacts of 6<sup>th</sup>-8<sup>th</sup> graders and K-5<sup>th</sup> graders.</i></p>

Language to be added is underlined  
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### Regulations in OS and R zones

#### 33.281.030 Review Thresholds for School Uses

This section ~~The following thresholds states when a conditional use is required and the type of procedure used the type of procedure used in the conditional use review for changes to school uses in the OS and R zones. Changes that are allowed by right are also stated.~~

- A. New school use.** The creation of a school use on a site that does not have a school use or is not a school site is reviewed through the Type III procedure.
- B. Change of school grade levels.** ~~Changes from an elementary to a middle or junior high or to a high school, or from a middle or junior high to a high school are reviewed through a Type III procedure. Changes from a high school to a middle or junior high or to an elementary school, or from a middle or junior high to an elementary school are reviewed through a Type II procedure. Changes from a middle to a junior high, or from a junior high to a middle school are allowed by right. Removing grades from any school is allowed. Adding grades is allowed or a conditional use, as specified in Table 281-1.~~

<b>Table 281-1</b> <b>Regulations for Adding Grades</b>		
<b><u>If a school has the following grades:</u></b>	<b><u>Regulation for adding the following grades:</u></b>	
	<b><u>Allowed</u></b>	<b><u>CU required (Type III unless noted otherwise)</u></b>
<u>Any grade K-5</u>	<u>Any grade K-8</u>	<u>Any grade 9-12</u>
<u>Any grade 6-8</u>	<u>Any grade 6-8</u>	<u>Any grade K-5</u> <u>Any grade 9-12</u>
<u>Any grade 9-12</u>	<u>Any grade 9-12</u>	<u>Any grade 6-8 (Type II)</u> <u>Any grade K-5</u>
<u>Any grade K-5 AND</u> <u>Any grade 6-8</u>	<u>Any grade K-8</u>	<u>Any grade 9-12</u>
<u>Any grade 6-8 AND</u> <u>Any grade 9-12</u>	<u>Any grade 6-12</u>	<u>Any grade K-5</u>
<u>Any grade K-5 AND</u> <u>Any grade 6-8 AND</u> <u>Any grade 9-12</u>	<u>Any grade K-12</u>	---

**33.281.030 (cont'd)****C. [No change]****D. Fluctuations in enrollment and staffing.**

The recommended amendments address confusion regarding the relationship of Chapters 33.281, Schools and Schools Sites, and 33.815, Conditional Uses. The schools chapter clearly states that the activities of school buildings should have flexibility in order to meet school and community needs and at the same time protect the surrounding area from negative impacts by requiring a conditional use review of major changes to uses. A change in student numbers usually doesn't result in a major change of how the school is used. However, Chapter 33.815, Conditional Uses, requires a conditional use when there are any changes in members, students, trips and events (Type II CU for changes less than 10% and Type III CU for changes over 10%).

The number of students allowed in each school is regulated. Schools must meet the Universal Building Code as well as other standards for classroom size, safety and fire regulations, etc. This amendment assumes that it is the responsibility of the school administrators to see that the number of students in a building meets these requirements; within these limits, the enrollment can move up and down without a land use review.

## RECOMMENDED ZONING CODE LANGUAGE

Language to be added is underlined  
Language to be deleted is shown in ~~strike through~~

**33.281.030 Review Thresholds for School Uses (cont'd)**

**C. [No change]**

**D. Changes in enrollment and staffing.** Changes in the number of students enrolled and the number and classification of staff are allowed without review except where a conditional use review is required by Subsections 33.281.050.B or C.

**Commentary****33.281.040 Review Thresholds for Other Uses****A. [No change]****B. Other uses on school sites.**

1. [No change] Existing regulations require recreation areas on school property, such as playgrounds and fields, to be maintained and open to the public at times when the school is not using them.
2. Playgrounds and fields are mentioned, but Parks and Open Area uses are not specifically listed in the code as "other uses" on school sites. This amendment clarifies that Parks and Open Space uses are allowed on school sites and that they are regulated the same as these uses are in an Open Space zone or a Residential zone. It further states that recreational fields used for organized sports are regulated through a new Chapter 33.279, Recreational Fields.

**3-5. [No change]**

6. There are two chapters that regulate school conditional uses in the code right now. To simplify the code this project recommends moving many of the regulations from Chapter 33.815, Conditional Uses to Chapter 33.281, Schools and School Sites. The recommended language is similar to 33.815.040A.3.c. in the conditional use chapter. It clarifies that uses other than schools or those listed in 33.281.040.B.1-5 may be allowed outright or with a conditional use review on a school site if consistent with the base zone.

## RECOMMENDED ZONING CODE LANGUAGE

Language to be added is underlined  
 Language to be deleted is shown in ~~strikethrough~~

**33.281.040 Review Thresholds for Other Uses**

This section ~~The following thresholds states when a conditional use is required for changes to nonschool uses on school sites in the OS and R zones, and the type of procedure used when a conditional use review is required. Changes that are allowed by right are also stated.~~

- A. Purpose.** This section allows additional conditional uses on school sites over that normally allowed by the base zones. This is in recognition of the special nature of school sites and the necessity to allow interim uses to allow school districts to maintain sites for future school uses. The additional uses are limited to uses which provide a public service and which can be accommodated on the site with minimal disruption to the site and surrounding area. Offices which can be accommodated easily on the site if adequate off-street parking is provided are also allowed.
- B. Other uses on school sites.**
1. Daycare, Community Service, and nonprofit or social service Office uses are allowed ~~by right~~ at a school site. However, these uses must comply with the parking requirements in Chapter 33.266, Parking and Loading. In addition, any exterior recreation areas including playgrounds and fields must be maintained and open to the public at times when the use is not occupying the areas.
  2. Parks And Open Area uses at school sites are subject to the use regulations of the base zone, plan district and overlay zone. Recreational fields used for organized sports are subject to the regulations of 33.279, Recreational Fields for Organized Sports.
  - ~~32.~~ Change to another conditional use or the addition of another conditional use in a different use category, except as allowed by Paragraph B.1. or B.2. above, are reviewed through a Type III procedure.
  - ~~43.~~ Office uses, other than nonprofit or social service offices allowed by Paragraph B.1., above, are reviewed though a Type III procedure.
  - ~~54.~~ Commercial or industrial uses other than those allowed in Paragraphs B.1. and B.43., above, are reviewed through a Type III procedure. The operators of the uses must be nonprofit, governmental, or social service agencies. The uses ~~can~~ may only be in portions of buildings that are already designed to accommodate the proposed use. For example, a social service agency could request approval to run a vocational training program in the auto shop portion of a building on the site.
  6. Adding an allowed use may or may not require a conditional use depending on the proposed changes to development on the site. See Section 33.281.050.

**33.281.050 Review Thresholds for Development****A. [No change]****1-4. [No change]**

5. This language has been rewritten to be consistent with parking thresholds in 33.815 Conditional Uses that was recently amended through RICAP 5 and rewritten here for additional clarity. This amendment addresses situations where parking is removed in order to complete stormwater upgrades in a parking lot. Removal of one space is often necessary in order to incorporate vegetated swales that meet current standards. Increased flexibility for removal of spaces from small sites is necessary to accommodate stormwater-related retrofits

Additionally, increases or decreases in the number of parking spaces are often required when a conditional use changes in size, but the current thresholds do not allow any increase in number of parking spaces without a review, and do not differentiate between minor changes in parking quantity that can be processed as a Type II procedure, versus major changes in parking quantity that require a Type III review.

These amendments clarify that a nominal increase in number of parking spaces (the addition of 1 space, or 4% of the total number of spaces, whichever is greater) is allowed without a review.



## RECOMMENDED ZONING CODE LANGUAGE

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strike through~~

**33.281.050 Review Thresholds for Development**

~~The following thresholds state the type of procedure used in the conditional use review for changes to development at schools and on school sites in the OS and R zones. Changes that are allowed by right are also stated. This section states when development related to schools and on school sites in the OS and R zones is allowed, when a conditional use review is required, and the type of procedure used.~~

- A. Allowed by right.** Alterations to the site that meet all of the following are allowed without a conditional use review.
1. The addition of new outdoor recreation areas, or changes to existing outdoor recreation areas;
  2. The addition of up to 1,500 square feet of floor area to the site;
  3. Fences, handicap access ramps, and on-site pedestrian circulation systems;
  4. Changes that do not result in a net gain or loss of site area;
  5. ~~Alterations to parking areas other than Special Event Parking that meet the following:~~
    - a. ~~Will not result in a net gain in the number of parking spaces;~~
    - b. ~~Sites with up to 15 spaces, not including those used for Special Event Parking: will not result in a net loss in the number of parking spaces;~~
    - e. ~~Sites with 16 or more spaces, not including those used for Special Event Parking: will not decrease the number of spaces except as follows:~~
      - (1) ~~No reduction in shared parking spaces is allowed;~~
      - (2) ~~1 space or 4 percent of the total number of parking spaces may be removed, whichever is greater; and~~
      - (3) ~~An individual or cumulative removal of parking spaces in excess of 5 spaces is prohibited. The cumulative loss of parking is measured from the time the use became a conditional use, July 16, 2004, or the last conditional use review of the use, whichever is most recent, to the present.~~
  5. The alteration will not result in an individual or cumulative loss or gain in the number of parking spaces, except as follows:
    - a. On sites with 5 or more parking spaces, up to 1 space or 4 percent of the total number of existing parking spaces, whichever is greater, may be removed; however, the removal of more than 5 spaces requires a conditional use review;
    - b. Up to 1 space or 4 percent of the total number of existing parking spaces, whichever is greater, may be added; however, the addition of more than 5 spaces requires a conditional use review; and
    - c. Any cumulative loss or gain of parking allowed in 5.a or 5.b above is measured from the time the use became a conditional use, or the last conditional use review of the use, whichever is most recent, to the present.

**33.281.050 Review Thresholds for Development (cont'd)****A. [No change]**

6-7. [No change]

8. This omission allows recreational fields used for organized sports in both school and parks sites to be treated equally. Recreational fields used for organized sports is referenced in 33.281.040.B.2 above where it clarifies that 33.279 contains the regulations for these fields so no thresholds are required in this Paragraph.

Language to be **added** is underlined  
Language to be **deleted** is shown in ~~strike through~~

**33.281.050 Review Thresholds for Development (cont'd)**

6. The alteration meets one of the following:
  - a. Complies with the development standards of this Title; or
  - b. Does not comply with the development standards of this Title, but an adjustment or modification to the development standards has been approved through a land use review; and
7. The alteration complies with all previous conditions of approval;
8. ~~Modifications to existing athletic fields that do not increase the potential for noise, glare, or additional numbers of spectators, or times that spectators come to the site.~~

**33.281.050 Review Thresholds for Development (cont'd)****B. Type II**

There are two chapters that regulate school conditional uses in the code right now. To simplify the code this project recommends moving many of the regulations from Chapter 33.815, Conditional Uses to Chapter 33.281, Schools and School Sites. The regulations governing when a CU is required and the type of review required for schools are moved to 33.281. This amendment would bring the thresholds for Type II found in Chapter 33.815 to Chapter 33.281. These amendments will not result in any content change.

The sentence related to outdoor recreation and athletic fields is deleted since these thresholds are now found in the new Chapter 33.279, Recreational Fields for Organized Sports.

**C. Type III**

1. The last sentence is deleted since these thresholds are now found in the new Chapter 33.279, Recreational Fields for Organized Sports.
2. This sentence is deleted since these thresholds are now found in the new Chapter 33.279, Recreational Fields for Organized Sports.

## RECOMMENDED ZONING CODE LANGUAGE

Language to be **added** is underlined  
 Language to be **deleted** is shown in ~~strikethrough~~

**33.281.050 Review Thresholds for Development**

- B. Type II.** ~~Alterations to development when the individual or cumulative alterations will not increase the floor area or exterior improvement area by more than 10 percent, up to a maximum of 25,000 square feet are reviewed through a Type II procedure. The increase is measured from the time the use became a conditional use, the effective date of this Title, or the last Type III conditional use review on the site, whichever is most recent. Exceptions are outdoor recreation areas and athletic fields, which are regulated by Subsection A. above, and Subsection C. below. A Type II review is required when the following individual or cumulative alterations are proposed. The increases in paragraphs B.3 through B.6, below, are measured from the time the use became a conditional use or the last conditional use review of the use, whichever is most recent, to the present.~~
1. When proposed alterations to the site will not violate any conditions of approval;
  2. When there will be a net loss in site area that will not take the site out of conformance, or further out of conformance, with a development standard;
  3. When there will be an increase or decrease in the net number of parking spaces by up to 2 spaces or up to 10 percent of the total number of parking spaces, whichever is greater;
  4. When the alterations will not increase the floor area on the site by more than 10 percent, up to a maximum of 25,000 square feet;
  5. When the alterations will not increase the exterior improvement area on the site by more than 10 percent, up to a maximum of 25,000 square feet. Parking area increases that are allowed by B.3 above are exempt from this limitation; or
  6. When the alterations will not increase the floor area and the exterior improvement area on the site by more than 10 percent, up to a maximum of 25,000 square feet. Parking area increases that are allowed by B.3 above are exempt from this limitation.
- C. Type III.** ~~The following alterations to development are processed through a Type III procedure: All other alterations to development on the site, including alterations not allowed by Subsections A. and B. above are reviewed through a Type III procedure.~~
- ~~1. All other alterations to development on the site, including alterations not allowed by Subsections A. and B. above. Exceptions are outdoor recreation areas which are regulated by Subsection A. above, and athletic fields which are regulated by Subsection A. above, and Paragraph C.2. below.~~
  - ~~2. Modifications to existing athletic fields that increase the potential for noise, glare, or additional numbers of spectators, or times spectators come to the site. These types of modifications include modifications such as adding or increasing any of the following: seating capacity, lighting, voice amplification equipment, announcer's booths, ticket booths, and concessions.~~

**33.281.055 Loss of Conditional Use Status on School Sites**

As part of the restructuring of Chapters 33.281, School and School Sites, and 33.815, Conditional Uses, this recommended code amendment adds regulations for vacant school sites to the schools chapter (33.281). Currently, school sites are regulated by the conditional use chapter (33.815) and must meet the same regulations that apply to other conditional uses. The language recommended here is the same as in chapter 33.815, except the length of time that can lapse before a vacant building loses its conditional use status has been changed from 3 years to 5 years and there are different CU requirements when the site has been vacated more than 5 years, but less than 10 years.

Currently a school—like any other conditional use—loses its conditional use status after 3 years. After that time, only uses allowed in the underlying zone are allowed on the site without a Type III conditional use review. By increasing the time a school may be vacant without losing its CU status from 3 to 5 years, the recommended amendments respond to the fact that people typically want to keep neighborhood schools open and that once closed, it is often difficult to open schools in less than 3 years.

However, after 5 years there may be changes in the neighborhood, applicable regulations, and other various factors that warrant a new CU review. Again, responding to the unique nature of schools facility planning, the recommended amendments assign a Type II—rather than Type III CU review if the school has been vacant more than 5 years but less than 10 years and does not include any changes to the use or development that would otherwise require a CU III. A type II review considers the same criteria regarding impacts on the surrounding neighborhood as a Type III, but because the case is reviewed by BDS staff (and doesn't include a public hearing) with appeals going to the hearing officer (rather than City Council) a Type II is faster and less expensive than a Type III.

After the school has been vacant more than ten years a Type III CU would be required. This is the same requirement other CUs in the city must meet when they are vacant over 3 years.

**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
Language to be **deleted** is shown in ~~striketrough~~

**33.281.055 Loss of Conditional Use Status on School Sites.**

If a school use is discontinued for more than 5 continuous years, a new conditional use is required. A school use has been discontinued if the use ceases operations, even if the structure or materials related to the use remain. Any school use proposing to locate at the site after more than 5 years of discontinued use must go through a new conditional use review. The new conditional use is reviewed as follows:

- A. If the school use has been discontinued for less than 10 years, and the proposed new school use does not include any of the Type III changes listed in 33.281.030.B or 33.281.050.C, the conditional use is reviewed through a Type II procedure.
- B. If the school use has been discontinued for less than 10 years, and the proposed new school use includes any of the changes listed in 33.281.030.B or 33.281.050.C, the conditional use is reviewed through a Type III procedure.
- C. If the school use has been discontinued for more than 10 years, the conditional use is reviewed through a Type III procedure.

**Commentary****33.281.100 General Standards**

This paragraph adds a reference to the standards found in the new Chapter 33.279 Recreational Fields for Organized Sports.



Language to be **added** is underlined  
Language to be **deleted** is shown in ~~striketrough~~

## **Development Standards**

### **33.281.100 General Standards**

In the OS and R zones, the development standards for institutional uses apply except where superseded by the standards in this chapter. The institutional development standards are stated in 33.110.245 and 33.120.275. In C and E zones, the development standards of the base zone apply except where superseded by the standards in this chapter. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.

**CHAPTER 33.815  
CONDITIONAL USES**

**33.815.040 Review Procedures**

The amendments in this section of the conditional use chapter clarify that the review procedures for recreational fields for organized sports are located in 33.279 Recreational Fields for Organized Sports and review procedures for schools, school related uses, and school sites are located in Chapter 33.281 Schools and School Sites.

**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
Language to be **deleted** is shown in ~~striketrough~~

**CHAPTER 33.815**  
**CONDITIONAL USES**

**33.815.040 Review Procedures**

The procedure for reviewing conditional uses depends on how the proposal affects the use of, or the development on, the site. Subsection A, below, outlines the procedures for proposals that affect the use of the site while Subsection B outlines the procedures for proposals that affect the development. Proposals may be subject to Subsection A or B or both. The review procedures of this section apply unless specifically stated otherwise in this Title. The review procedures for recreational fields for organized sports are stated in Chapter 33.279. The review procedures for schools, school related uses, and school sites, are stated in Chapter 33.281. Proposals may also be subject to the provisions of 33.700.040, Reconsideration of Land Use Approvals.

**Commentary****33.815.040 Review Procedures (cont'd)**

A. [No Change]

B. [No Change]

1. [No Change]

a.-e. [No Change]

f and g. This language has been rewritten for clarity and has been consolidated in one subparagraph. The new language replaces language that had been modified as part of the RICAP 5 code amendments.

**33.815.080 Approval Criteria in General [No change]**

There are no changes recommended for the approval criteria for schools or recreational fields.

The majority of schools are located in residential and open space zones and are conditional uses; the conditional use criteria for these schools are found in 33.815.105 Institutional and Other Uses in R Zones. (Schools are allowed by right in commercial and employment zones and are prohibited in industrial zones.)

Language to be added is underlined  
 Language to be deleted is shown in ~~strikethrough~~

### 33.815.040 Review Procedures (cont'd)

**B. Proposals that alter the development of an existing conditional use.** Alterations to the development on a site with an existing conditional use may be allowed, require an adjustment, modification, or require a conditional use review, as follows:

1. Conditional use review not required. A conditional use review is not required for alterations to the site that comply with Subparagraphs a through g. All other alterations are subject to Paragraph 2, below. Alterations to development are allowed by right provided the proposal:

a-d. [No Change]

e. Will not result in a net gain or loss of site area; and

~~f. Will not increase the net number of parking spaces by more than 1 space or 4 percent of the total number of parking spaces, whichever is greater. However, an individual or cumulative addition of more than 5 parking spaces requires a conditional use review; and~~

~~g. Will not result in a net loss in the number of parking spaces, except as follows:~~

~~(1) No reduction in shared parking spaces is allowed;~~

~~(2) 1 space or 4 percent of the total number of parking spaces may be removed, whichever is greater;~~

~~(3) An individual or cumulative removal of parking spaces in excess of 5 spaces requires a conditional use review. The cumulative loss of parking is measured from the time the use became a conditional use, July 16, 2004, or the last conditional use review of the use, whichever is most recent, to the present; and~~

~~(4) Removal of parking from sites with 4 or fewer required spaces requires a conditional use review.~~

f. Will not result in an individual or cumulative loss or gain in the number of parking spaces, except as follows:

(1) On sites with 5 or more parking spaces, up to 1 space or 4 percent of the total number of existing parking spaces, whichever is greater, may be removed; however, the removal of more than 5 spaces requires a conditional use review;

(2) Up to 1 space or 4 percent of the total number of existing parking spaces, whichever is greater, may be added; however, the addition of more than 5 spaces requires a conditional use review; and

(3) Any cumulative loss or gain of parking allowed in (1) or (2) above is measured from the time the use became a conditional use, or the last conditional use review of the use, whichever is most recent, to the present.

### 33.815.080 Approval Criteria in General

The approval criteria for all conditional use reviews are stated below. Requests for conditional uses will be approved if the review body finds that the applicant has shown that all of the approval criteria have been met.

**CHAPTER 33.90 LIST OF TERMS**

This insertion adds term 'Organized Sports' to the List of Terms defined in Chapter 33.910, Definitions.

**RECOMMENDED ZONING CODE LANGUAGE**

Language to be **added** is underlined  
Language to be **deleted** is shown in ~~strike through~~

**CHAPTER 33.900  
LIST OF TERMS**

Amend Chapter 33.900 LIST OF TERMS

Add the term 'Organized Sports'

## CHAPTER 33.910 DEFINITIONS

### 33.910.030 Definitions

#### Development-Related Definitions

- **Exterior Improvements.** The addition of the term "synthetic turf" clarifies that turf fields would be treated the same as grass fields as it relates to this definition. Furthermore, it allows the conversion or expansion of existing grass fields to turf fields without conditional use review.

**Organized Sports.** This new definition clarifies that organized sports occurs on a field (as opposed to a court) and includes regularly scheduled games by a team. It also clarifies that organized sports does not include unstructured play such as practice (even if regularly scheduled) or casual use such as pick-up games or family use.



Language to be **added** is underlined  
Language to be **deleted** is shown in ~~striketrough~~

## CHAPTER 33.910 DEFINITIONS

### 33.910.030 Definitions

The definition of words with specific meaning in the zoning code are as follows:

#### Development-Related Definitions

- **Exterior Improvements.** All improvements except buildings or other roofed structures. Exterior improvements include surface parking and loading areas, paved and graveled areas, and areas devoted to exterior display, storage, or activities. It includes improved open areas such as plazas and walkways, but does not include vegetative landscaping, synthetic turf, natural geologic forms, or unimproved land. See also Development.

**Organized Sports.** Any athletic team play (scheduled games), by any ages, on a physically defined sports field (natural or synthetic). Includes both scheduled athletic games associated with school programs and non-school programs. Examples include T-ball, high-school football, youth baseball, and soccer clubs. Organized sports does not include practice or other unstructured play such as pick-up games or impromptu use and does not include play on hard-surfaced courts.



## **V. Recommended Amendments to Title 20 – Parks and Recreation**

**20.04 General Provisions****20.04.050 Public Noticing - Recreational Fields**

This is new code language, supplementing Title 20 and details when a public notice is required to be sent to neighbors living next to school and park recreational fields. The notice is sent from specified distances as a radius from the edge (property lines) of the site. The public notice is intended as a way for the community to understand what is being proposed, and as an opportunity for the community to request changes if there are concerns. Some of the listed actions requiring noticing can happen at parks under the current code with no advance notice to or input from neighbors. The notice requirement provides a way for the community to weigh-in on the more minor or incremental recreational field proposals that don't rise to the level of a conditional use.

**RECOMMENDED PARKS & RECREATION CODE LANGUAGE**

THIS IS A NEW SECTION, FOR EASE OF READING IT IS NOT UNDERLINED

**20.04.050 Public Noticing – Recreational Fields**

- A. Field permitting organizations (FPOs) are responsible for mailing a public notice to owners of residentially-zoned property within a radius of 400 feet of the site property lines, recognized neighborhood organizations within a radius of 1,000 feet of the site property lines, and existing organized sports user groups (permit holders) of the site for any of the following proposed improvements on schools, school sites or park sites that are adjacent to residential property and that do not require a (Title 33) conditional use:
1. Adding one (1) new field for organized sports use where there is current or previous (last 10 years) approved organized sports use elsewhere at the school or park site. The new field must be no more than 300 feet from the current or previous organized sports use. The addition of two (2) or more fields requires a conditional use. A new field more than 300 feet from the current or previous organized sports use requires a conditional use (see Title 33);
  2. Upgrading, improving, or converting an existing recreational field for organized sports use primarily by older youth (ages 13-17) or adults (for baseball, age 10 and older), where there is no such current or previous (last 10 years) use on the subject field;
  3. Bleachers or seating fixtures 210 lineal feet or smaller in size per field and less than 100 feet from an abutting residential property;
  4. Concession stands 1,500 square feet or smaller in size (temporary or permanent) and within 100 feet of a residential property; or
  5. Parking areas with 5 parking spaces or fewer AND within 15 feet of a residential property.
- B. The notice shall describe in detail the type of improvements or change in use proposed. The notice shall include the type, size, location, and setbacks proposed for the field as well as the current (if any) and proposed sports user groups. The public notice of proposed field improvement will provide contact information for the neighbors to call or send written questions, comments, or concerns within 21 calendar days. If these written comments can be addressed to the neighbor's satisfaction, no further action is necessary. PP&R shall respond to these written comments in writing within 21 days.

**Commentary**

20.04.050 Public Noticing - Recreational Fields (cont'd)

See previous commentary

THIS IS A NEW SECTION, FOR EASE OF READING IT IS NOT UNDERLINED

**20.04.050 Public Noticing – Recreational Fields (cont'd)**

- C. If PP&R's written responses to the written concerns received after the public notice are not satisfactory, a public meeting can be scheduled if requested by a neighborhood association within 1,000 feet of the subject site. The request must be made within 45 calendar days of the date of the last PP&R written response to comments. A Good Neighbor Agreement (GNA) may be proposed by PP&R, PPS, both organizations jointly, or other appropriate field permitting entity if there are remaining concerns after the public meeting. Neighborhood associations within 1,000 feet of the subject site may also request a GNA, in writing, within 10 calendar days of the date of the public meeting. GNAs can be linked to sports field use permits and may address a variety of compatibility issues such as:
1. Hours of use outside currently established park & school operating hours;
  2. Tournament play;
  3. Placement of fields, temporary portable restrooms, storage areas, etc.;
  4. Screening for privacy and safety (netting and/or landscaping);
  5. Noise concerns outside established noise ordinance regulations (portable music players, whistles, bullhorns, etc.);
  6. Litter, loitering, and other nuisances; and
  7. Parking usage.
- D. The field permitting organization may require sports groups and field improvement project proponents to assist with and help pay for the preparation and distribution of the required notice.

**20.04.060 Good Neighbor Agreements - Recreational Fields**

This is new code language and specifies that a Good Neighbor Agreement (GNA) policy exists and shall be followed in cases where there are outstanding issues that require some discussion and resolution. Currently, there are no clear guidelines or procedures for GNAs for recreational fields. Once in place, the formalized policy should address many of the issues that have kept recreational field GNAs from achieving more successful outcomes. The policy is intended to answer questions such as: How are GNAs enforced? Who can participate in a GNA? How many can participate? Do all participants have to sign the agreement? How long are GNAs in effect? Commentary specific to the GNA policy are included with the policy in Section VI.

**20.04.070 Completion of Field Improvements**

This is new code language and specifies that parties proposing improvements to recreational fields must first complete applicable required steps in Title 20 (for example, noticing and/or, if necessary, a GNA) prior to completing any field improvements. Some field improvements do not require building permits.

**20.04.080 Building Permit Applications**

This is new code language and specifies that parties proposing improvements to recreational fields must first complete applicable required steps in Title 20 (for example, noticing and/or, if necessary, a GNA) prior to submitting for building permits.



THIS IS A NEW SECTION, FOR EASE OF READING IT IS NOT UNDERLINED

**20.04.060 Good Neighbor Agreements – Recreational Fields**

Good Neighbor Agreements shall adhere to the GNA Policy adopted by Portland Parks & Recreation, and are authorized and administered by the Director of Parks & Recreation or designee.

**20.04.070 Completion of Field Improvements**

If a Good Neighbor Agreement process is initiated, it must be completed or resolved before any of the proposed improvements in 20.04.050.A are implemented.

**20.04.080 Building Permit Applications**

All of the steps required in Title 20 must be completed before an applicant may apply for a building permit.



## **VI. Recommended Good Neighbor Agreement (GNA) Policy**

## Commentary

### Good Neighbor Agreement Policy

This policy is new and is intended to formalize and provide strong guidance for a Good Neighbor Agreement process to address recreational field proposals. Currently, GNAs for recreational field proposals are an ad hoc process with no written guidelines. This has limited their effectiveness, and has made them difficult for all participants. Although more structured, the GNA policy is still a fairly informal, non-binding process that can be customized as needed based upon the unique characteristics of the site and composition of the neighborhood.

The Director of the Bureau of Parks & Recreation will adopt this policy. It will be entered into the city auditor's Portland policy documents index and made available on the Bureau's website. Public comment on the draft policy is encouraged as part of the code refinement process for recreational fields.

The GNA process is intended as an alternative to some conditional use reviews. It does not eliminate the conditional use review process for recreational fields entirely. On the more substantial neighborhood issues, such as field lighting, new fields on sites that don't have organized sports, and projects with amplified sound proposed, the conditional use process remains intact. Where the GNA is valuable is in resolving neighbor issues that the conditional use process has difficulty monitoring, controlling and addressing: litter, where field users and spectators park, tournaments and other limited or temporary use, noise from sports players and spectators, the number of games or length of the sports season, and other use issues.

### Enforcement

GNAs rely on a collaborative effort of the participants, but can be enforced through the field permit process. If sports groups cannot abide by stipulations in the GNA, then field permits to use a particular field can be revoked. Ongoing effectiveness of the agreements will depend on the ongoing participation of stakeholders.

### Ratification

As recommended, the policy strives for consensus among GNA participants. In the event that consensus cannot be achieved, the policy allows for a vote of the participants. At least 75% of the participants must vote in support for the GNA to be approved. A GNA requires between 5 and 15 participants, so this means that at the low end (5 participants), 4 of 5 must sign, and at the high end (15 participants), 11 of 15 must sign.

A GNA is a valuable tool in this arena because all interested parties involved are encouraged to work directly with each other to resolve issues at a local level, rather than taking a legislative or legal approach. The GNA is more flexible than the conditional use process and encourages greater community discussion and interaction over time. The proactive and engaging nature of a GNA is conducive to engaging a broader range of stakeholders.

### Expiration

A GNA may sunset, renew, be modified, or have an annual review. The policy recommends that as part of the agreement, participants discuss and specify in the agreement how long the GNA will be in force, if and how it can be renewed or modified, and if reviews and assessments for effectiveness are needed. The policy recommends a 5-year initial life with possibility for renewals, an annual review and opportunity for modification.



## PORTLAND PARKS & RECREATION

Healthy Parks, Healthy Portland

### POLICY NAME: Good Neighbor Agreement for Recreational Fields

**Policy Category:** Parks & Recreation

<b>Date Reviewed:</b>	<b>Date Adopted:</b>
<b>Contact Person:</b> Brett Horner, Strategy & Planning Manager	<b>Authorized By:</b> <b>Position:</b>

#### Introduction

For more than fifty years, Portland Parks & Recreation and Portland Public Schools have worked together to provide thousands of children, youth, and adults sports programming and recreational opportunities on hundreds of sports fields in almost every neighborhood in the city.

#### Problem

- The need for sports fields has increased steadily over the past two decades – as the population continues to grow and need increases, we fall further behind in our ability to provide adequate recreational facilities to children, youth, and adults in the city
- Current studies regarding obesity and access to nature indicate an increasingly critical need for children and youth to be exposed to outdoor recreational activities
- Current code language limits our ability to improve existing fields to address the growing need
- High levels of use on currently available fields degrades those fields more quickly and clusters impacts to certain neighborhoods
- Current code language is ambiguous or silent on when review (and public notice) is required for sports fields.

Since December of 2008, Portland Parks & Recreation, the Bureau of Planning & Sustainability and Portland Public Schools have been working together to clarify and refine City Code to allow these agencies to better meet the needs of all Portlanders.

#### General Approach to Changing the Code

1. Create measurable thresholds to more clearly indicate exactly when conditional use (CU) reviews are required (includes public notice).
2. Improve public notice procedures when CUs are not required. Require school districts and/or Portland Parks & Recreation (PP&R) to provide notice to neighbors where field changes are proposed. The notice will provide information on proposed changes, opportunities for input and contact information for staff.
3. Identify parameters for using a Good Neighbor Agreement (GNA) as a tool to address both the concerns of the community and the need for Parks and Schools to provide safe, adequate recreational opportunities to children, youth, and adults in the City of Portland.

#### Policy Statement

March 4, 1933, Roosevelt stated: "In the field of world policy I would dedicate this nation to the policy of the good neighbor--the neighbor who resolutely respects himself and, because he does so, respects the rights of others."

Good Neighbor Plans have been used extensively as a tool to engage in collaborative problem solving

with communities around issues of land use, housing, crime prevention and siting for decades.

Rather than relying on legal strategies, communities, interest groups and governments come together in the spirit of collaboration and partnership to enhance neighborhood livability, develop unique and local solutions and initiate and sustain healthy partnerships and establish mechanism for accountability. The ultimate decision about what being a Good Neighbor means in practice is local: each community is different and there are different issues within the communities depending on the size and level of activity of the park.

While City Code specifically references the use of Good Neighbor Agreements in relation to liquor outlets and convenience stores, they are not incorporated in regards to other parts of the code.

City Code as it applies to sports fields, limits the ability of Portland Parks & Recreation, Portland Public Schools and the community to come together as partners, sharing a common commitment to work out the details of that relationship in a more finessed manner. Rather, the code relies heavily on conditional use reviews to handle issues that may arise due to changes in field use. This heavy reliance on conditional use reviews limits all parties in their ability to have their issues identified and addressed. Conditional use reviews often result in "winners" and "losers" often leaving stressed relationships and universally dissatisfied participants.

### **Definitions**

Good Neighbor Agreement (GNA) – A document detailing the history, concerns, agreements and outcomes developed to address impacts associated with changes in use to recreational fields.

Stakeholder – anyone who is impacted by the changes in use to recreational fields. Could be a neighbor, user, business, public agency, neighborhood organization, school, etc.

Neighbor – Any business, organization, or home within 400 feet of the edge (property line) of the specified site. Portland Parks & Recreation, Portland Public Schools, businesses and homeowner could be considered neighbors.

Recreational Field – An outdoor area used formally for organized sports play. Examples include but are not limited to baseball, soccer, softball, lacrosse, rugby, and other fields.

### **Guiding Principles**

Title 20 of the City Code (Parks and Recreation) states that Parks are maintained for the recreation of the public land and the greatest possible use is encouraged (20.04.020).

The values statement in **Parks 2020 Vision** is as follows:

The organization strives to demonstrate the following values:

- Enthusiasm and passion for our work;
- Innovation, creativity and excellence in all we do;
- Honesty, integrity and respect in our relationships;
- Collaborative efforts that achieve positive change;
- Transparent, ethical and accountable decisions;
- Sustainable practices in caring for our buildings, gardens and parks;
- Responsible stewardship for the natural and cultural environment;
- Responsiveness to the needs of the public; and
- Commitment to the safety and well being of our visitors and staff.

Portland Parks & Recreation recognizes the value its programs, parks and activities bring to a community. Portland Parks & Recreation identifies itself as an integral part of the local neighborhoods in Portland. Parks is a neighbor as well as a service provider. It is committed to participating as a neighbor by working with the community in a spirit of fairness, openness, collaboration and honesty.

## Procedures & Guidelines

City Code has been changed to support the ability of Portland Parks & Recreation (PP&R), Portland Public Schools (PPS) and the community to meet the needs of recreational sports groups, schools and the community. As part of the recommended code changes, Good Neighbor Agreements have been added as a tool to encourage open and collaborative relationships between all of these stakeholders. The following procedures are a guide to understanding when and how the development of a Good Neighbor Agreement would be beneficial.

Ultimately, due to their unique nature, the final process for developing a Good Neighbor Agreement will be determined by the participants.

### 1. Before Work on a Good Neighbor Agreement Begins -

A Good Neighbor Agreement can be used when either Portland Parks & Recreation or Portland Public Schools proposes changes to an existing field and there are outstanding concerns/issues.

In general, a Good Neighbor Agreement will be initiated after Portland Parks & Recreation has notified identified stakeholders within 400' of its intention to alter the current use of an existing recreational field. The notification must include: site plans, anticipated changes in use, permits required, land use reviews, contact persons and licenses that will be requested. The notice will clearly state that stakeholders have 21 days to submit comments, questions, or concerns in writing. Ideally, any questions, comments or concerns will be addressed directly between the concerned neighbor and the appropriate staff. PP&R will respond in writing to all written comments obtained from the notice within 21 days. If a stakeholder is not satisfied with PP&R's response, stakeholders should meet to identify and clarify any issues and concerns. Stakeholders must request that a neighborhood association within 1,000 feet of the subject site send a letter to the appropriate PP&R staff (identified in the public notice) requesting a meeting. The letter from the neighborhood association must be received by PP&R within 45 calendar days of the date of PP&R's last response letter, and shall include a list of specific concerns and/or issues. Portland Parks & Recreation will schedule a public meeting within 30 calendar days of receipt of that letter. A meeting will be scheduled with notification sent to a mutually agreed upon list of stakeholders. At this meeting, participants will work to understand and address the issues presented. If concerns and questions cannot be resolved at this meeting or shortly thereafter, a GNA may be initiated. If PP&R does not initiate the GNA as a result of this meeting, a GNA can only be required by a neighborhood association within 1,000 feet of the subject site. The neighborhood association must submit a letter to PP&R requesting a GNA within 10 calendar days of the date of the above-referenced meeting.

### 2. When a Good Neighbor Agreement is Recommended -

If an issue cannot be addressed by speaking directly with staff or with a public meeting, or it is assumed that impacts or concerns are more long term, then it is recommended that the parties agree to proceed with the development of a Good Neighbor Agreement.

### 3. Who can participate in a Good Neighbor Agreement?

- Stakeholder representatives from the involved agency, organization, site councils, principals, business or program
- Stakeholders groups may include, but are not limited to immediate neighbors (business owners and residents), representatives of the neighborhood association, business association(s), sports user groups, police and city crime prevention staff, park friends and partner organizations, and other community and advocacy groups.
- Stakeholders whose geographical boundaries are generally within 400 feet or two blocks of the proposed facility or facility modifications. Other geographic considerations include natural boundaries such as freeways, main thoroughfares, etc.

### 4. How many representatives can participate?

There should be no fewer than 5 and no more than 15 representatives.

**5. Who facilitates the development of a Good Neighbor Agreement?**

Ideally, facilitation will be by a third party. If resources are not available, the facilitator should be agreed upon by the participants.

**6. How is a Good Neighbor Agreement "Ratified"?**

A Good Neighbor Agreement will be considered "ratified" when the participants have signed the final documents. The Good Neighbor participants will work toward consensus agreements on identified issues, and obtaining signatures from all participants. If consensus cannot be achieved, three-fourths (75%) of all participants present can "ratify" an agreement by signing it.

**7. What authority does a Good Neighbor Agreement have?**

A Good Neighbor Agreement is not legally binding, but rather depends on the collaboration and commitment of all parties to ensure that each neighbors' interests are met. All Good Neighbor Agreements must detail the commitment of all parties to upholding the agreement. If any party fails to uphold their commitment, then the group will be reconvened and the concerns will be addressed. If any party fails to participate or does not participate in two (2) or more meetings without being excused by the facilitator, their interest in the GNA shall be forfeited. If a permitted park user regularly fails to adhere to the terms of a Good Neighbor Agreement, Parks & Recreation will have the option of revoking their permit.

**8. How is a Good Neighbor Agreement Enforced?**

The Agreement is enforced by the field permitting agency that processes field permit applications, and will be tied to the approval and granting of field use permits. A field permit for use of a recreation field can be withheld or rescinded for non-compliance with a GNA.

**9. How long does a Good Neighbor Agreement last?**

The duration of a Good Neighbor Agreement is site specific. If each party is acting in good faith and issues are addressed or resolved in a mutually agreed upon manner, the need for a formally documented agreement will diminish over time. The participants in a good neighbor agreement should discuss the following issues:

Expiration – GNAs can be valid for specified periods. One option is to have them in force for five (5) years, with an opportunity to renewals (renewal periods may vary).

Review – GNAs should be reviewed periodically, such as annually, to determine what has worked well, what may need changing, and what is clearly not working as planned.

Modification - GNAs may need to be modified during the initial five (5) year period. The participants should discuss, and the agreement should specify, how modifications are proposed and approved, and if there will be an expiration date. One option is to address modifications as part of an annual review.

**Related Policies, Procedures & Forms**

Good Neighbor Agreement Process Flow Chart

Good Neighbor Agreement Template Document (to be developed)

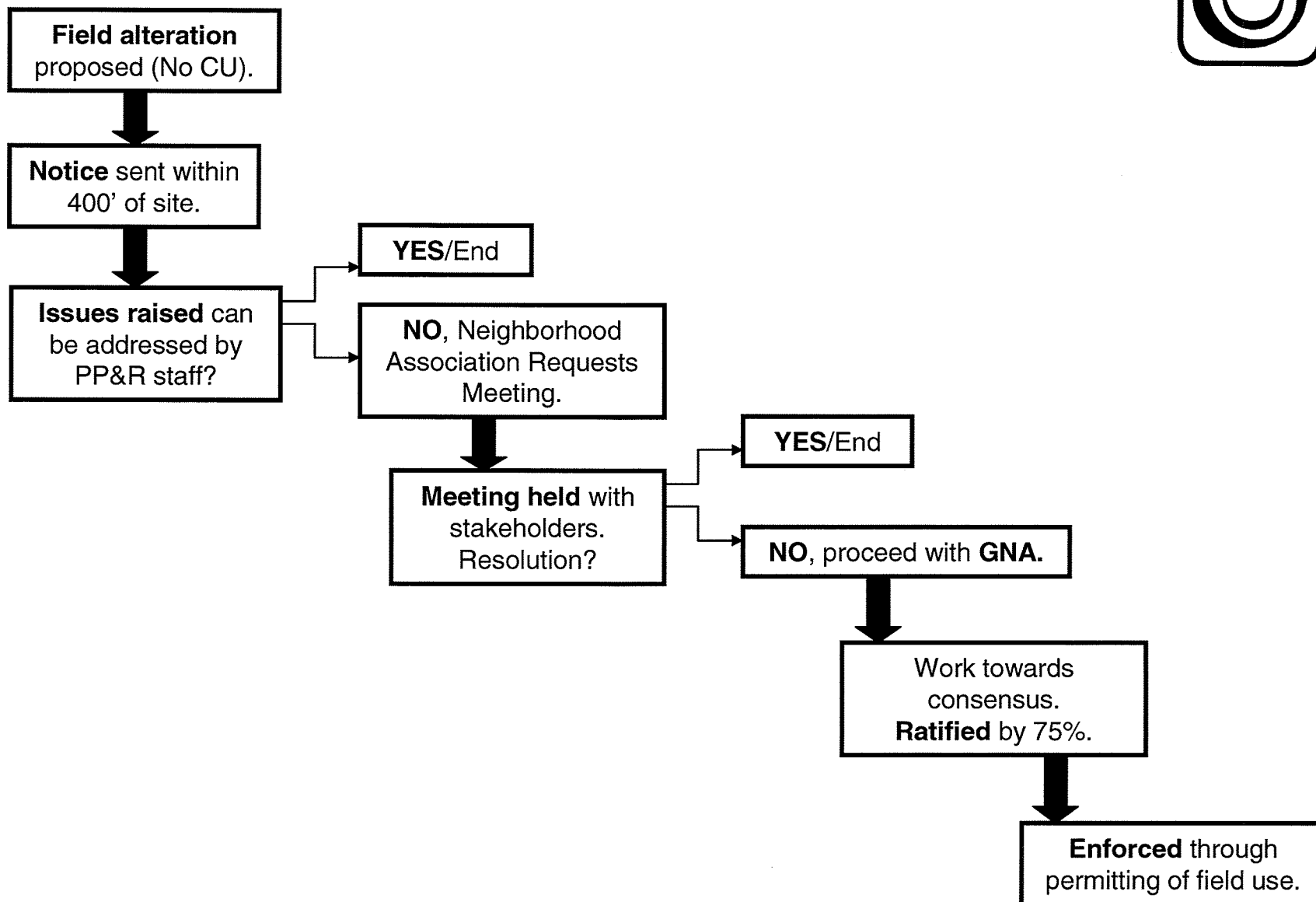
**Appendix**

Recreational Fields Recommended Code Amendments Matrix

**Additional Comments**



# Good Neighbor Agreement (GNA) Flowchart - DRAFT





February 9, 2011

TO: Commissioner Nick Fish  
Commissioner Amanda Fritz  
Commissioner Randy Leonard  
Commissioner Dan Saltzman

FROM: Mayor Sam Adams

RE: Schools and Parks Conditional Use Code Refinement Project

On February 23, we will once again take up the Schools and Parks Conditional Use Code Refinement Project. As you may recall, when we last heard this project, the Planning Commission recommended that we:

- Regulate three school levels: K-5, 6-8, and 9-12 grades.
- Allow for any grade changes that result in a school that has a combination of grades K-5, 6-8 or 9-12, unless other regulations, such as additional building square footage, are triggered.
- Require a Conditional Use review for most situations when a grade outside of the defined grades in its level is added to a school. But once a grade outside these levels is added then all grades in that level may be added without further review.
- Allow any grade to be removed from a school.

The Planning Commission recommended a Type III Conditional Use Review when K-5 grades were added to a school with grades 6-8. The commentary for the Planning Commission recommendation states that "The primary reason for requiring a Type III CU in these situations is to allow for public review of the safety of adding younger children to a school (and transportation system) designed for older students."

I agree that we need to address the issue of transportation safety for students. However, as an alternative to regulating three school levels and requiring a Type III CU when adding lower grades to a middle school, I propose we regulate two school levels: K-8 and 9-12. I also propose that we address the Planning Commission's concern regarding the transportation needs of lower grade student through a robustly-funded and more comprehensive Safe Routes to School Program. The components of my Alternative Proposal include:

#### **Zoning Code Regulatory Structure**

- Regulate two school levels: K-8 and 9-12 grades.
- Allow for any grade changes that result in a school that has a combination of grades K-8 or 9-12, unless other regulations, such as additional building square footage, are triggered.

- Require a Conditional Use review for most situations when a grade outside of the defined grades in its level is added to a school. But once a grade outside these levels is added then all grades in that level may be added without further review.
- Allow any grade to be removed from a school.

### **Programmatic Changes**

The Alternative Proposal also includes an agreement with PPS that articulates our shared goals regarding the safety of children commuting to/from school and recognizes the need to prioritize funding of transportation projects on a district-wide basis. Specific components of this attached MOU, which will lead to an IGA, include:

- Using the Safe Routes to School (SRTS) Program, which has a proven track record in getting needed improvements built, as the primary vehicle for prioritizing and building transportation improvements.
- Creating a prioritized Master Project List that includes all PPS schools (those that participate in SRTS and those that do not yet participate). The process for creating the list will include clear evaluation criteria and a public involvement element.
- Presenting the new Master Project List prioritizing process to the Planning and Sustainability Commission for their approval.
- The District agrees to commit \$5 million from the upcoming bond towards the program over the next 6 years.

On February 23, I will be bringing forward this Alternative Proposal for your consideration. I believe that this new partnership with Portland Public Schools is a more effective way to address the valid concerns that the Planning Commission raised last year. Approval of this Alternative Proposal will result in millions of dollars of tangible transportation improvements—from sidewalks to crosswalks—that will not only help our city's students arrive at the classroom safely, but will also benefit the surrounding community.

Three technical amendments proposed by staff are also incorporated into the code language in my Alternative Proposal. Those amendments clarify that recreation fields are regulated elsewhere in the code; provides language regarding exterior improvement areas that may be added to a site without conditional use review; and clarifies the level of review needed when a school use has been discontinued for more than 10 years. Please see the February 19, 2011 memo from the Bureau of Planning and Sustainability for further explanation of these amendments.

Sincerely,



Sam Adams  
Mayor

**MAYOR'S ALTERNATIVE PROPOSAL**

Replacement Pages for Pages 53, 59, 61, 63, and 65 of the  
March 18, 2010 *Recommended Draft*

**RECOMMENDED ZONING CODE LANGUAGE**

Language **added** by the Planning Commission is underlined

Language **added** by the Mayor's Proposal is double-underlined

Language to be **deleted** by the Planning Commission is shown in ~~strikethrough~~

Language **deleted** by the Mayor's Proposal is shown in ~~double-strikethrough~~

**CHAPTER 33.281**  
**SCHOOLS AND SCHOOL SITES**

**Regulations in OS and R zones**

**33.281.030 Review Thresholds for School Uses**

This section ~~The following thresholds states when a conditional use is required and the type of procedure used the type of procedure used in the conditional use review for changes to school uses in the OS and R zones. Changes that are allowed by right are also stated.~~

- A. New school use.** The creation of a school use on a site that does not have a school use or is not a school site is reviewed through the Type III procedure.
- B. Change of school grade levels.** ~~Changes from an elementary to a middle or junior high or to a high school, or from a middle or junior high to a high school are reviewed through a Type III procedure. Changes from a high school to a middle or junior high or to an elementary school, or from a middle or junior high to an elementary school are reviewed through a Type II procedure. Changes from a middle to a junior high, or from a junior high to a middle school are allowed by right. Removing grades from any school is allowed. Adding grades is allowed on a conditional use, as specified in Table 281-1.~~

[Replace Table 281-1 of the Recommended Draft with this one]

<b><u>Table 281-1</u></b> <b><u>Regulations for Adding Grades</u></b>		
<b><u>If a school has the following grades:</u></b>	<b><u>Regulation for adding the following grades:</u></b>	
	<b><u>Allowed</u></b>	<b><u>CU required</u></b>
<u>Any grade K-8</u>	<u>Any grade K-8</u>	<u>Any grade 9-12 (Type III)</u>
<u>Any grade 9-12</u>	<u>Any grade 9-12</u>	<u>Any grade K-8 (Type II)</u>
<u>Any grade K-8 AND Any grade 9-12</u>	<u>Any grade K-12</u>	<u>---</u>

Language **added** by the Planning Commission is underlined  
 Language **added** by the Mayor's Proposal is double-underlined  
 Language to be **deleted** by the Planning Commission is shown in ~~strikethrough~~  
 Language **deleted** by the Mayor's Proposal is shown in ~~double-strikethrough~~

### **33.281.050 Review Thresholds for Development**

~~The following thresholds state the type of procedure used in the conditional use review for changes to development at schools and on school sites in the OS and R-zones. Changes that are allowed by right are also stated. This section states when development related to schools and on school sites in the OS and R zones is allowed, when a conditional use review is required, and the type of procedure used. Recreational fields used for organized sports are subject to Chapter 33.279, Recreational Fields for Organized Sports.~~

**A. Allowed by right.** Alterations to the site that meet all of the following are allowed without a conditional use review.

1. The addition of new outdoor recreation areas, or changes to existing outdoor recreation areas;
2. The addition of up to 1,500 square feet of floor area to the site;
3. Increases of exterior improvement areas up to 1,500 square feet. Fences, handicap access ramps, and on-site pedestrian circulation systems, and increases allowed by Paragraphs A.5 and A.8 are exempt from this limitation;
4. Changes that do not result in a net gain or loss of site area;
5. ~~Alterations to parking areas other than Special Event Parking that meet the following:~~
  - a. ~~Will not result in a net gain in the number of parking spaces;~~
  - b. ~~Sites with up to 15 spaces, not including those used for Special Event Parking; will not result in a net loss in the number of parking spaces;~~
  - c. ~~Sites with 16 or more spaces, not including those used for Special Event Parking; will not decrease the number of spaces except as follows:~~
    - (1) ~~No reduction in shared parking spaces is allowed;~~
    - (2) ~~1 space or 4 percent of the total number of parking spaces may be removed, whichever is greater; and~~
    - (3) ~~An individual or cumulative removal of parking spaces in excess of 5 spaces is prohibited. The cumulative loss of parking is measured from the time the use became a conditional use, July 16, 2004, or the last conditional use review of the use, whichever is most recent, to the present.~~