

# Lewis & Clark College

*Vice President, Secretary, and General Counsel*

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February 26, 2015

**VIA U.S. FIRST CLASS MAIL AND EMAIL: [PSC@PORTLANDOREGON.GOV](mailto:PSC@PORTLANDOREGON.GOV)**

Portland Planning and Sustainability Commission  
Comprehensive Plan Update  
1900 SW 4th Avenue, Suite 7100  
Portland, OR 97201

Re: **Comments on Comprehensive Plan Proposed Draft**

Dear Commissioners:

Lewis & Clark College (“Lewis & Clark” or the “College”) appreciates this opportunity to comment on the City of Portland’s (“City”) Comprehensive Plan Proposed Draft (“Draft Plan”). Because the City’s Comprehensive Plan is a long-range plan for the City that will be used to manage the location of population and job growth, land development, and related public investments in infrastructure, the College supports the Draft Plan to the extent it changes the College designation to “Campus Institution”. At the same time, we urge the Commission to revisit the extent of the Campus Institution designations in the Draft Plan to ensure that institutions are provided the necessary flexibility to grow and change over the next 20 years.

**A. The Interests of Lewis & Clark College**

Lewis & Clark is a private college located atop Palatine Hill in the Collins View neighborhood. The College has an undergraduate College of Arts and Sciences, a School of Law, and a Graduate School of Education and Counseling. Lewis & Clark provides a mix of economic, cultural, educational, and open space benefits to its immediate neighbors and the entire City. The College employs over 750 FTE staff and spends over \$70,000,000 on salaries and benefits.<sup>1</sup> The College is also a major workforce development resource. The College attracts students from across the United States, many of whom remain in the City and contribute to its economic vitality.

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<sup>1</sup> The Draft Plan notes that health care and educational institutions are projected to be the City’s leading job growth sectors, adding more than 50,000 new jobs by 2035 at campus institutions and in other commercial areas. Draft Plan at GP6-15.

In addition, the College contributes to the City's academic and cultural life, and provides recreational open space amenities to City residents. Each year, the College sponsors numerous theater productions, symposia, lectures, art exhibits, athletic events and concerts, most of which are open to the public. And the College opens its athletic facilities and its 137-acre campus to neighbors and other members of the community.

I have had the privilege of serving on the Economic Development Policy Expert Group which helped the City craft the recommended goals for institutional campuses and which recognized the deficiency of expansion lands for this important sector. Additionally, I am currently serving on the Campus Institution Zoning Update Project Advisory Group, staffed by John Cole.

## **B. Specific Comments**

### **1. The City's application of the Campus Institution designation to Lewis & Clark is inconsistent with the purpose of Comprehensive Plan designations.**

In the Frequently Asked Questions section of the City's Proposed Draft Map App, the City notes that the Comprehensive Plan Map is about the future. Specifically, it provides that the Comprehensive Plan Map "depicts a long-term vision of how and where the city will grow and change over the next 20 years to accommodate expected population and job growth." The City then contrasts Comprehensive Plan designations with subsequent decisions about zoning, noting that zones are more specific than Comprehensive Plan designations and designed to clarify what uses are allowable today.

Understanding the difference between Comprehensive Plan designations and zoning, it is unclear how the City applied the Campus Institution Comprehensive Plan designation in the Draft Plan. In the case of Lewis & Clark, the Draft Plan applies the Campus Institution designation only to those properties that are currently within the boundaries of the College's existing Conditional Use Master Plan; there appears to be no allowance for future growth of the institution beyond the current boundaries. The College currently owns a number of residential properties adjacent to its campus, but these properties are not receiving the "Campus Institution" designation in the draft plan (map attached). Many of these properties are adjacent to properties covered by the existing Conditional Use Master Plan. Thus, it appears that the City applied the Campus Institution designation based on current uses rather than providing a long-term vision of how the institution may change over time.

### **2. The City's application of the Campus Institution designation leaves the City with an unmet need for additional buildable land for campus institutions.**

Not only is the City's application of the Campus Institution designation inconsistent with the purpose of Comprehensive Plan designations (*i.e.* to depict a long-term vision), it does not address the demand for additional buildable land for campus institutions. Statewide Planning Goal 9, Economic Development, requires the City to provide adequate long-term and short-term land supply for economic development and job growth. Consistent with that requirement, Policy 6.12 in the Draft Plan directs the City to "[p]rovide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms

of amounts and types of sites, available and practical for development.” With respect to institutional land, the City forecasts that the demand for buildable land by 2035 will include 370 acres for campus institutions. Despite this, the Draft Plan does not appear to provide sufficient supplies of institutional land to meet the demand.

**3. The City’s application of the Campus Institution designation represents an unreasoned departure from past policy.**

The City’s application of the Campus Institution designation also represents an unreasoned departure from the City’s current treatment of campus institutions. Under the current zoning code, conditional use master plans “may encompass lands not presently controlled by the use.” PCC 33.820.020.C. Although we understand that the City is currently working to revise the current conditional use master plan regime, there is no justification for preventing institutional uses from planning for the future. Accordingly, expansion of the application of the Campus Institution designation to those properties owned by the College but outside the College’s existing Conditional Use Master Plan would seem warranted. Those properties are designated as “Faculty Staff Housing” and “Rental Property” on the attached map.

**4. The City should adopt new zoning applicable to Campus Institutions Legislatively, rather than force costly contested cases.**

I want to first commend the work of the Campus Institution Zoning Update Project Advisory Group (“CIZUP”) which has been working with John Cole for the past year in an attempt to design the zoning which will apply to the newly designated Campus Institutions Zone. One aspect of the zoning currently being considered will unnecessarily force institutions to spend precious resources to qualify for the new zoning. The process being considered would require each institution with a Conditional Use Master Plan to undergo one last contested case application and request the new zoning. We believe a better solution would be to legislatively apply the new Comp Plan and zone to campus institutions, and grandfather the development approvals already approved in their current conditional use master plans.

**C. Conclusion and Proposed Revision**

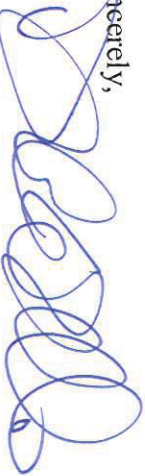
As the Frequently Asked Questions section of the City’s Proposed Draft Map App notes, the Comprehensive Plan Map and the Zoning Map are: “like a leader and a follower. The plan map is the leading map and the zone map is the following map. The zone map can ‘catch up’ to the plan map, but it can’t go past.” Under the Draft Plan, however, there is no opportunity to ‘catch up’ because the “future vision” simply reflects the existing conditions.

For this reason and those outlined above, the College urges the Commission to revisit the Campus Institution designations in the Draft Plan to ensure that it provides for the necessary flexibility for institutions to grow and change over the next 20 years to accommodate expected population and job growth. At a minimum, to achieve this objective, the City should apply the Campus Institution designation to those residential properties that are currently owned by the College (see attached map) and designated as Faculty Staff Housing and Rental Property.

We also request that the City adopt the new zoning applicable to the Campus Institutions legislatively rather than require additional quasi-judicial actions by the institutions. The City certainly has both the authority and significant precedent for rezoning lands legislatively. By grandfathering development already approved in existing conditional use master plans, institutions and their neighbors will receive the benefits of the process undertaken to approve those plans. Then, going forward, new development (not grandfathered from the current master plans) will be governed by the new zoning regulations enacted by the city.

Thank you in advance for your thoughtful consideration of these comments.

Sincerely,



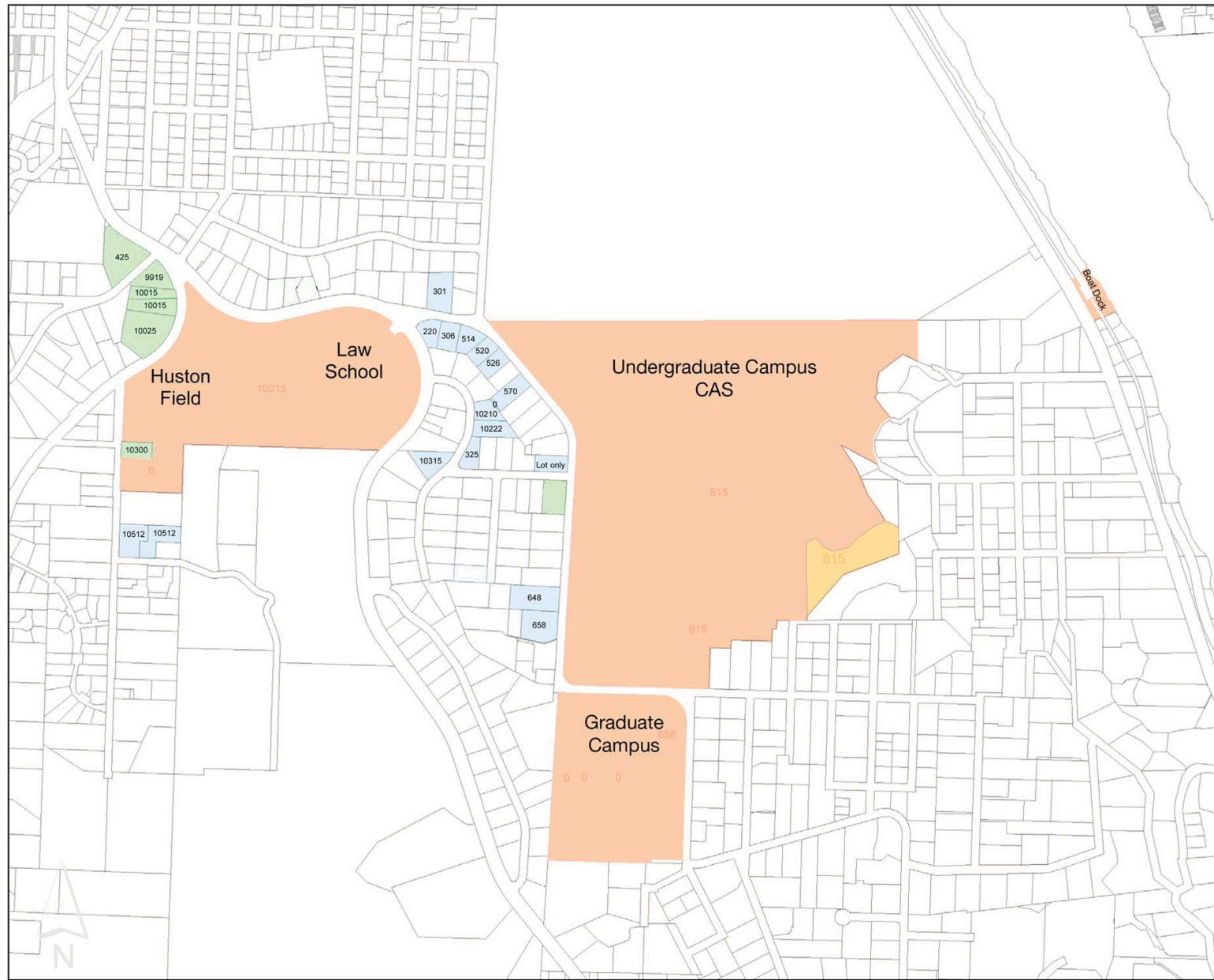
David G. Ellis

Vice President, Secretary and General Counsel

cc: President Glassner

Vice President Carl Vance

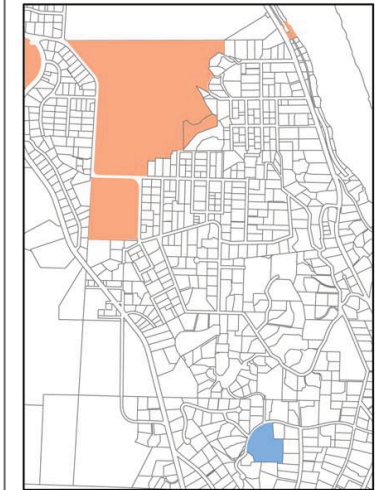
John Cole, Senior Planner, BPS



## Lewis & Clark Properties

- Campus Property - CUMP
- Campus Property - Multnomah County
- Faculty/Staff Housing
- Cooley House
- Rental Property

### Cooley House



## Lewis & Clark Campus Property Map