

Campus Institution Zoning Update Project Concept Report

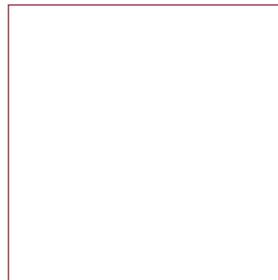
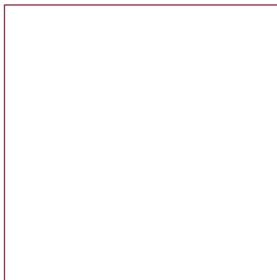
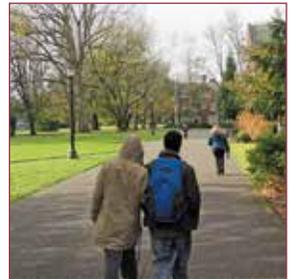
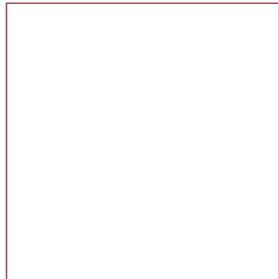
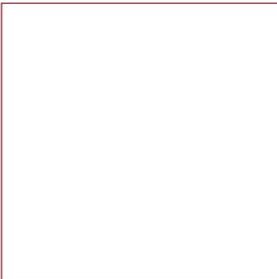
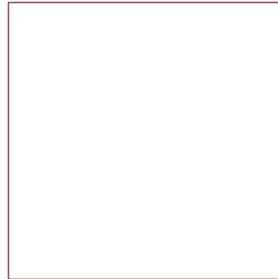
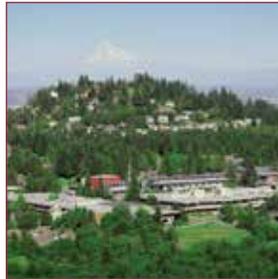
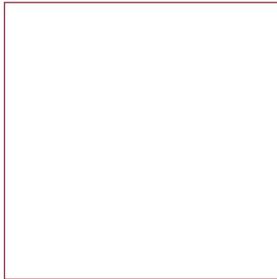
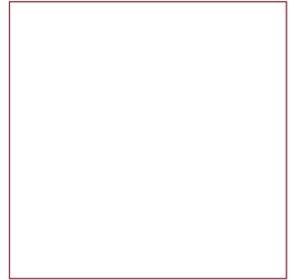
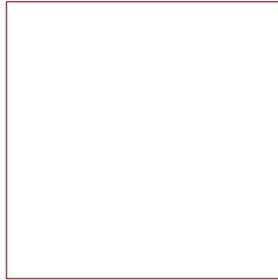
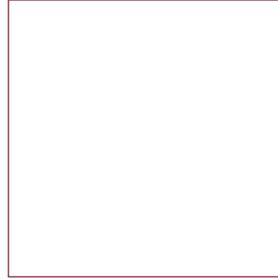
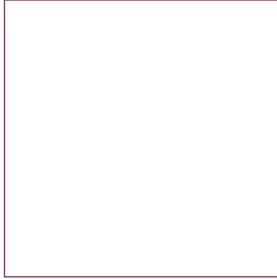


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Charlie Hales, Mayor • Susan Anderson, Director



Public Draft – April 2015



Campus Institution Zoning Update Project Concept Report – Public Draft

February 2015

For more information

www.portlandoregon.gov/bps/institutions

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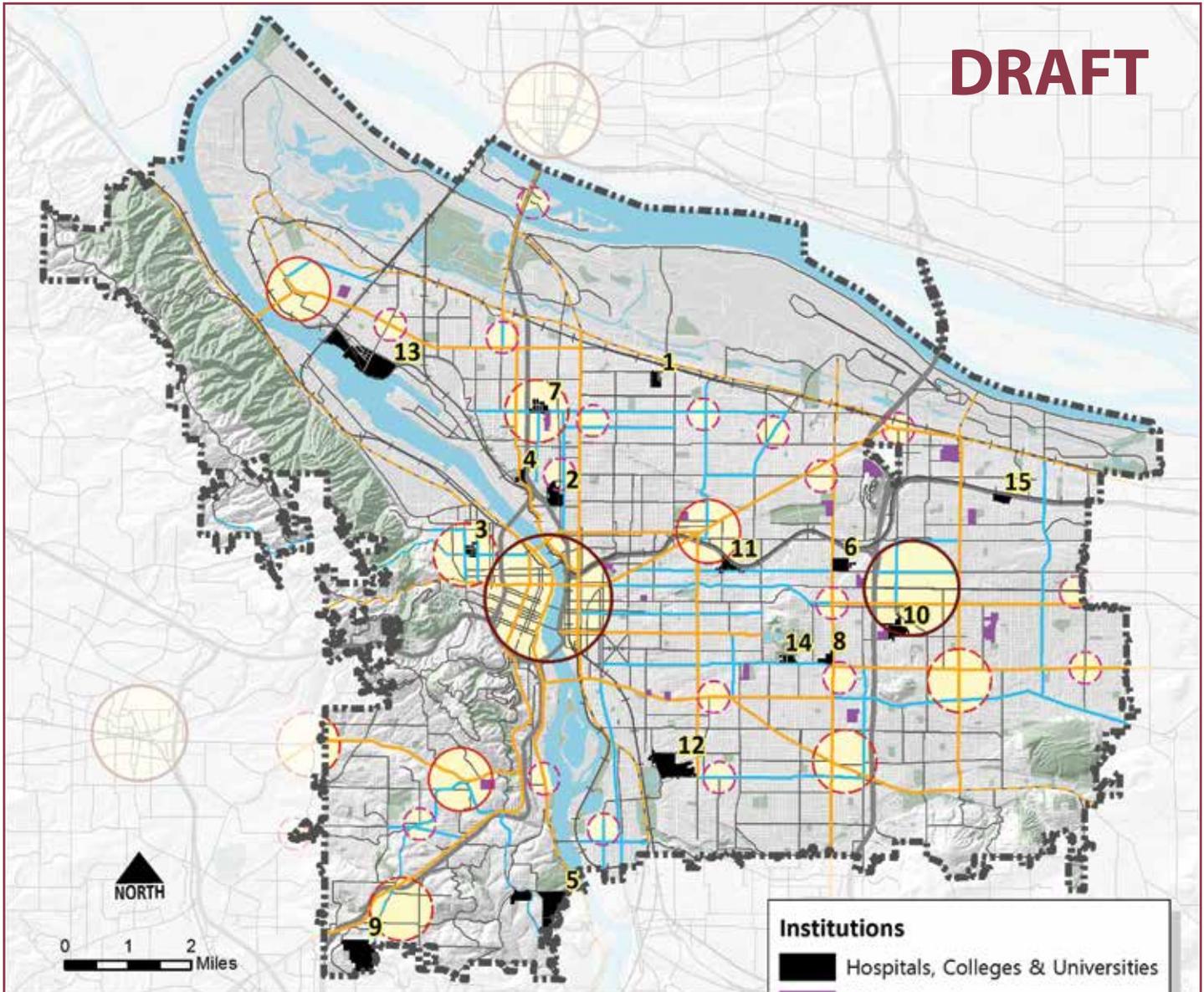
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11. Providence Portland Medical Center
12. Reed College
13. University of Portland
14. Warner Pacific University
15. University of Western States

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Campus Institutions / Centers and Corridors

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Map Number	Institution
1	Concordia University
2	Legacy Emanuel Hospital & Health Center
3	Legacy Good Samaritan Hospital & Health Center
4	Kaiser Medical Centers
5	Lewis and Clark College
6	Multnomah University
7	Portland Community College--Cascade
8	Portland Community College--Southeast Center
9	Portland Community College--Sylvania
10	Adventist Medical Center
11	Providence Portland Medical Center
12	Reed College
13	University Of Portland
14	Warner Pacific University
15	University of Western States

Institutions

- Hospitals, Colleges & Universities
- High Schools

Centers

- Regional Center
- Adopted Town Center
- Potential Town Center
- Potential Neighborhood Center

Corridors

- Civic Corridor
- Key Connection (Civic)
- Neighborhood Corridor
- Key Connection (Neighborhood)
- Park



Legacy Emanuel, N Portland

Executive Summary

Healthcare and higher education employment sectors are expected to be significant engines of economic activity and job creation over the next 20 years. Despite their importance, there is a shortage of available development capacity to accommodate the projected growth of these campus institutions within the city limits. Additionally, the ***Conditional Use Master Plan (CUMP)*** and ***Impact Mitigation Plan (IMP)*** land use reviews currently required to obtain development approval from the City of Portland are considered cumbersome and expensive. They also can generate conflict between an institution and its adjoining neighborhoods.

The Campus Institution Zoning Update Project proposes to increase the amount of development potential for Portland's campus institutions while protecting adjacent neighborhoods from offsite impacts that such development might cause.

For the past year, the Bureau of Planning and Sustainability (BPS) has worked with a project advisory group of representatives from institutions and adjoining neighborhoods to evaluate possible changes to the City's zoning regulations. The resulting proposed concept includes three major elements:

1. A new Comprehensive Plan Map designation for campus institutions.
2. Two new base zones applicable to campus institutions added to the zoning code.
3. Institutions may choose to rezone to one of the appropriate base zones as an alternative to updating their CUMP or IMP during a transition period.



Reed College, SE Portland

Proposed Concept

Project Goals

A shortfall in development capacity on the dispersed institutional campuses was identified by the *2012 Employment Opportunity Analysis (EOA)* (see Note 1). In order to address this shortfall under state land use law the City undertook the Campus Institution Zoning Update Project as part of early implementation of the Comprehensive Plan Update. Other project goals that evolved from public and project advisory group input include:

- **Conformance with Comprehensive Plan policies** – Policies specific to campus institutions are expressed in *Chapter 6: Economic Development of the Comprehensive Plan* (see Note 2).
- **Permanence** – Entitlements and restrictions applied to an institution should be permanent, not subject to the 10-year expiration now applicable to CUMPs and often to IMPs.
- **Focused development on existing campuses** – Encourage development within existing campus boundaries rather than spread out into the surrounding neighborhoods.
- **Compatible campus edge** – Land use and building design at the edge of institutional campuses have greater potential impact on the adjoining neighborhood than what occurs in the interior. Require adequate buffers between an institution and adjoining residential uses as well as institutional participation in development of adjoining neighborhood business districts.
- **Minimize offsite impacts** – The most common neighborhood concerns involve offsite impacts, including (but not limited to) traffic and parking. A successful zoning update project will continue to provide neighborhood input into transportation issues and opportunities to assess, avoid or mitigate offsite impacts.
- **Ease of administration** – Create a zoning structure that is easy to understand by applicants and interested participants. It should also be straightforward for City staff to administer.

The Campus Institutions draft concepts address the project goals through a three-part approach:

1. Designate 15 dispersed institutional campuses as **(IC) Institutional Campus** on the Comprehensive Plan Map.
2. Draft two new campus institution base zones for inclusion in the Zoning Code.
3. Allow individual institutions to submit an application to rezone to the appropriate campus institution base zone as an alternative to updating their CUMP/IMP.

New Campus Institution Comprehensive Plan Map Designation

The Comprehensive Plan Update includes a future land use map that establishes land use designations for all land in Portland's Urban Services Boundary. It provides a structure for determining where various uses (residential, commercial, etc.) will be allowed as well as development intensity (e.g., density, height). It is the basis for the Zoning Map. The proposed Comprehensive Plan Map assigns 15 dispersed campus institutions and 16 high school campuses an **Institutional Campus** land use designation. Institutions included in this update are at least ten acres in size and employ at least 100 people. Detailed maps of the 15 medical center and higher education campuses are provided in the appendix of this report.

The following language pertaining to designated institutional campuses is included in Chapter 10 of the Proposed Draft Comprehensive Plan:

Institutional Campus

This designation is intended for large institutional campuses that are centers of employment and serve a population from a larger area than the neighborhood or neighborhoods in which the campus is located. This designation is intended for areas where urban public services are available or planned. This designation includes medical centers, colleges, schools, and universities. A variety of other uses are allowed, including residential, to support the mission of the campus. Neighborhood-serving commercial uses and other services are also encouraged. The designation is intended to foster the growth of the institution while enhancing the livability of surrounding residential neighborhoods and the viability of nearby business areas. Corresponding zones are Institutional Residential (IR), Central Employment (EX), General Employment (EG2), Campus Institution 1 (CI1), and Campus Institution 2 (CI2).



Portland Providence Medical Center, NE Portland

The hospitals on Marquam Hill are also being assigned the (IC) Institutional Campus designation in recognition of their current land use but are not candidates for either the (CI1) Urban Campus or (CI2) Residential Campus zone. This is because the Marquam Hill campuses are currently zoned (EX) Central Employment with a specific plan district assigned that provides development standards and entitlements specific to these particular institutions.

High Schools are also being designated as Institutional Campus (IC) land uses on the Comprehensive Plan Map as part of the Task 4; Comprehensive Plan Update in addition to the colleges and hospitals that are the focus of this effort. This is intended to be an interim measure until such time as a high school base zone or alternative regulatory approach is developed in cooperation with the high schools and relevant stakeholders.

Two New Campus Institution Base Zones Proposed

After a review of existing campus typology and location factors — such as the presence of business zoning in the neighborhood and public transportation options as well as relationship to centers and corridors — staff is proposing two new campus institution base zones.

CI-1 Urban Campus

CI-1 zoning will apply to medical centers and college campuses located along civic and/or neighborhood corridors, accessible by frequent service public transit and adjacent to, or within Regional, Town or Neighborhood Centers. This zone is designed to accommodate building height and floor area ratios supportive of modern medical facilities, educational campuses and accessory commercial activity in an urban environment. Use and development standards acknowledge that such institutions may be adjacent to and contribute towards commercial corridors as well as residential neighborhoods.

CI-2 Residential Campus

CI-2 zoning is intended for academic institutions with campuses larger than 10 acres in size located in neighborhoods that are otherwise predominantly residential in character. Due to the larger size and generous open space of these campuses, a lower floor area ratio supports traditional academic site planning and architecture. These campuses are typically not located in or adjacent to designated Town or Neighborhood Centers. Access to frequent service public transit may be limited.



CI-1 Urban Campus example: Providence Portland Medical Center



CI-2 Residential Campus example: Reed College

New Land Use and Development Standards Proposed for Institutions

The tables on the following pages highlight allowed use and development standards associated with the two proposed zones. The use allowances, height, FAR, and other code features are conceptual and require additional refinement, testing and development that will take place during the code development phase of this project.

Allowed Use Highlights

The CI-1 Urban Campus zone allows a range of retail and office uses in addition to institutional uses. The CI-2 Residential Campus zone allows for the full range of institutional uses and limited neighborhood commercial activity as a conditional use. Language describing accessory uses will clarify that an expanded list of group living, research and development and manufacturing uses can occur on institutional campuses supporting their role as centers of innovation.

Table 1: Allowed Use

	CI-1 Urban Campus	CI-2 Residential Campus
Scale and Character	Urban healthcare and higher education	Residential academic and open space
Commercial Uses	Retail, service and office uses allowed	Limited retail, service use allowed as conditional use
Residential Uses	Accessory to institutional use only	Accessory to institutional use only
Employment / Industrial Uses	Limited manufacturing, research and development allowed over and above accessory use	Limited manufacturing, research and development allowed over and above accessory use
Institutional Uses	Allow	Allow



Reed College, coffee shop on campus

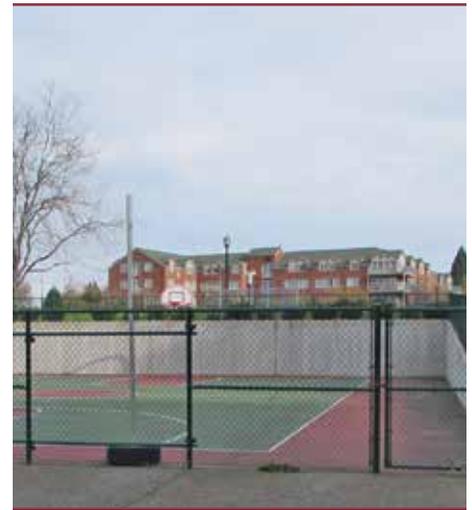
Commercial Uses – Retail sales and services are allowed uses in the CI-1 Urban Campus zone. Buildings fronting civic or neighborhood corridors will be designed for active ground floor uses facing the street. Retail sales and service in the CI-2 Residential Campus zone are considered accessory uses if they are to serve the on-campus population and not oriented to the perimeter of the campus such as a cafeteria or bookstore. In the CI-2 zone limited retail sales and service up to 5,000 square feet in size that is oriented towards the perimeter of the campus (total) can be allowed. Retail activity of this size is unlikely to generate additional traffic into a residential neighborhood but may provide a neighborhood serving commercial amenity such as a coffee shop. Additional externally focused retail and service uses may be permitted as a conditional use.

Office uses that are not accessory to the primary institutional mission are permitted in the CI-1 Urban Campus zone while all office uses in the CI-2 Residential campus zone must be accessory to the institutional use.

Residential Uses – Dormitories and similar student, patient or employee housing are considered accessory uses to institutions. Additional residential uses such as assisted living facilities may also be permitted as accessory uses but other multifamily residential uses are prohibited in order to preserve development capacity on campuses for institutional uses.

Employment and Industrial Uses – Limited light manufacturing and production facilities are permitted in both the CI-1 and CI-2 zones to accommodate commercial research and business incubator activities that may be associated with but not strictly accessory to colleges and hospitals. Such facilities are limited to 10,000 square feet as an allowed use (by right) with an option to increase the size of such facilities in the CI-1 Urban Campus zone through a conditional use review. This is similar to size limitations placed on manufacturing and production facilities located within existing urban and general commercial zones.

Major Entertainment Uses – Uses that draw large numbers of the public to specific events such as performance halls and organized athletic facilities will remain a conditional use in both zones..



Student housing and recreation courts at Reed College, SE Portland

Development Standard Highlights

The distinction in character between the urban and residential campus zones is reflected in their allowed development standards while both attempt to provide incentives for the institutions to build up not out into their surrounding neighborhoods. Specific standards are subject to change.

Table 2: Development Standards

	CI-1 Urban Campus	CI-2 Residential Campus
Maximum Building Height (Campus Interior)	Up to 150' within prescribed building envelope or as allowed by CUMP/IMP	Up to 75' within prescribed building envelope or as allowed by CUMP/IMP
Minimum Setback and Building Height Transition	Match adjoining district setback and height at perimeter	Match adjoining district setback and height at perimeter
Floor Area Ratio (FAR)	3 to 1	0.5 to 1
Maximum Building Coverage	85%	50%
Required Landscaping adjoining Res Zone	5 ft. at L3	15 ft. at L3
Required Landscaping Across ROW from Res Zone	5 ft. at L1	15 ft. at L1
Maximum building Setback	Yes, along transit streets	No
Minimum first floor glazing	30-60% TBD	No
Direct Pedestrian access	Required 50-100' along transit streets	No
Building Wall Articulation	Yes	No

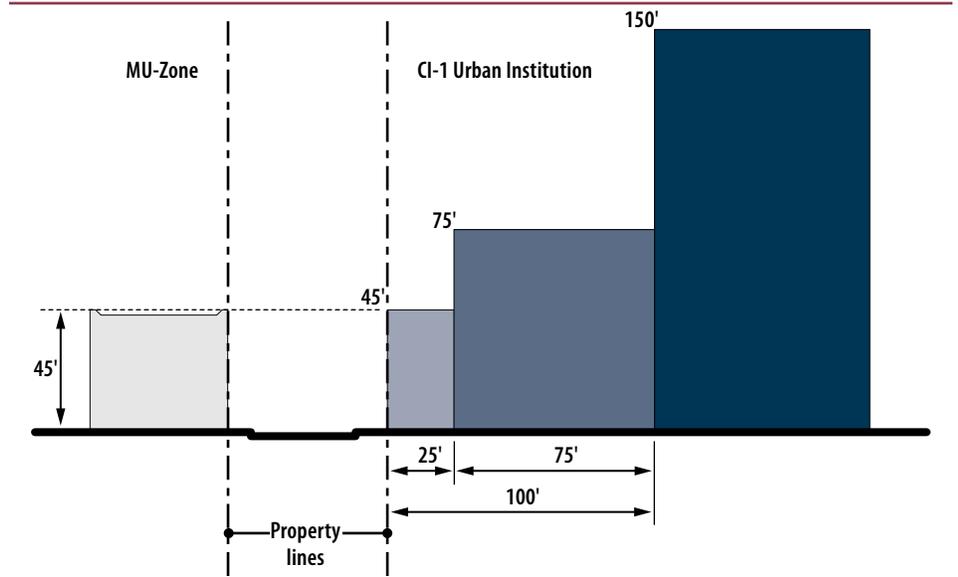
Building Height – Building heights of up to 150' towards the interior of campuses or adjacent to freeways are allowed in the CI-1 Urban Campus zone to support modern in-patient nursing tower design. Educational campus buildings are less likely to exceed four stories in height but a maximum building height of 75' (based on the existing IR zone allowance) in the CI-2 Residential Campus zone will allow for signature buildings at the interior of these campuses.

Setback and Building Envelope

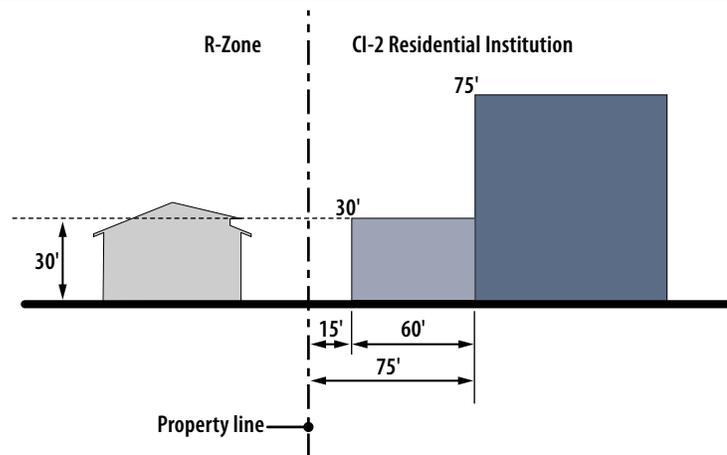
– Building setback requirements for both zones are designed to match their surrounding neighborhoods. Taller buildings in both districts are pushed towards the interior of the campus (or towards freeways) limiting building height along the perimeter of the campus to that of the adjoining zone. Maximum building setbacks are incorporated into the CI-1 Urban Campus zone where campuses abut identified neighborhood commercial streets.

Floor Area Ratio (FAR) – A maximum 3:1 Floor Area Ratio assigned to the CI-1 Urban Campus zone combined with the available building heights allows for significant development potential on all of the urban campuses. The 0.5:1 FAR allowed for CI-2 residential campus zones is a reduction from existing development allowed in the IR zone but still results in significant development potential beyond what is currently built on these residential campuses. Together the proposed zones will meet the City’s Goal 9 obligation to provide for additional campus institution development capacity.

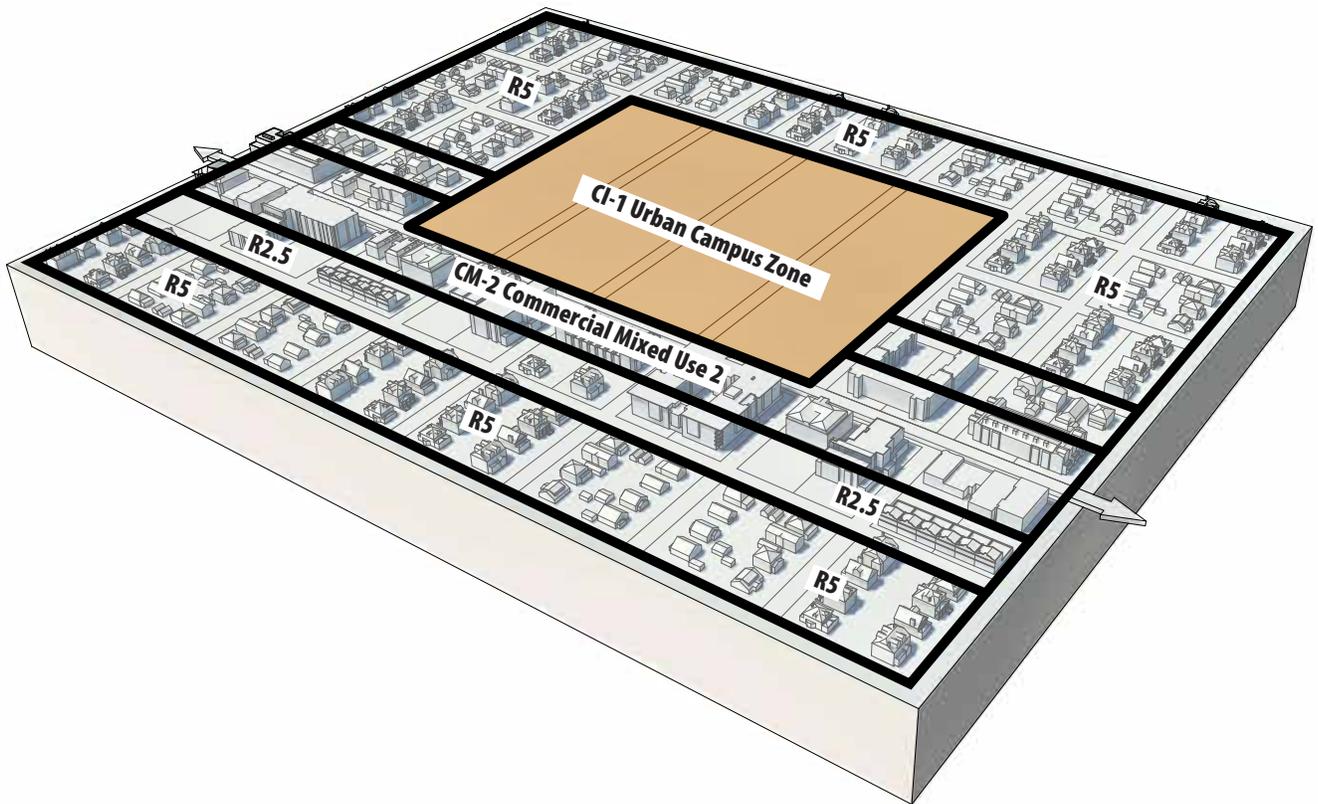
Commercial Edge Standards – Minimum ground floor window requirements, maximum setbacks, pedestrian access requirements and required articulation of building walls for the CI-1 Urban Campus zone will coordinate with the mixed use zoning update standards. These edge standards, in combination with an expanded list of allowed commercial uses in the CI-1 zone, will promote hospitals’ and colleges’ participation in the development of active neighborhood commercial districts. Final standards will be coordinated with the mixed use zoning project.



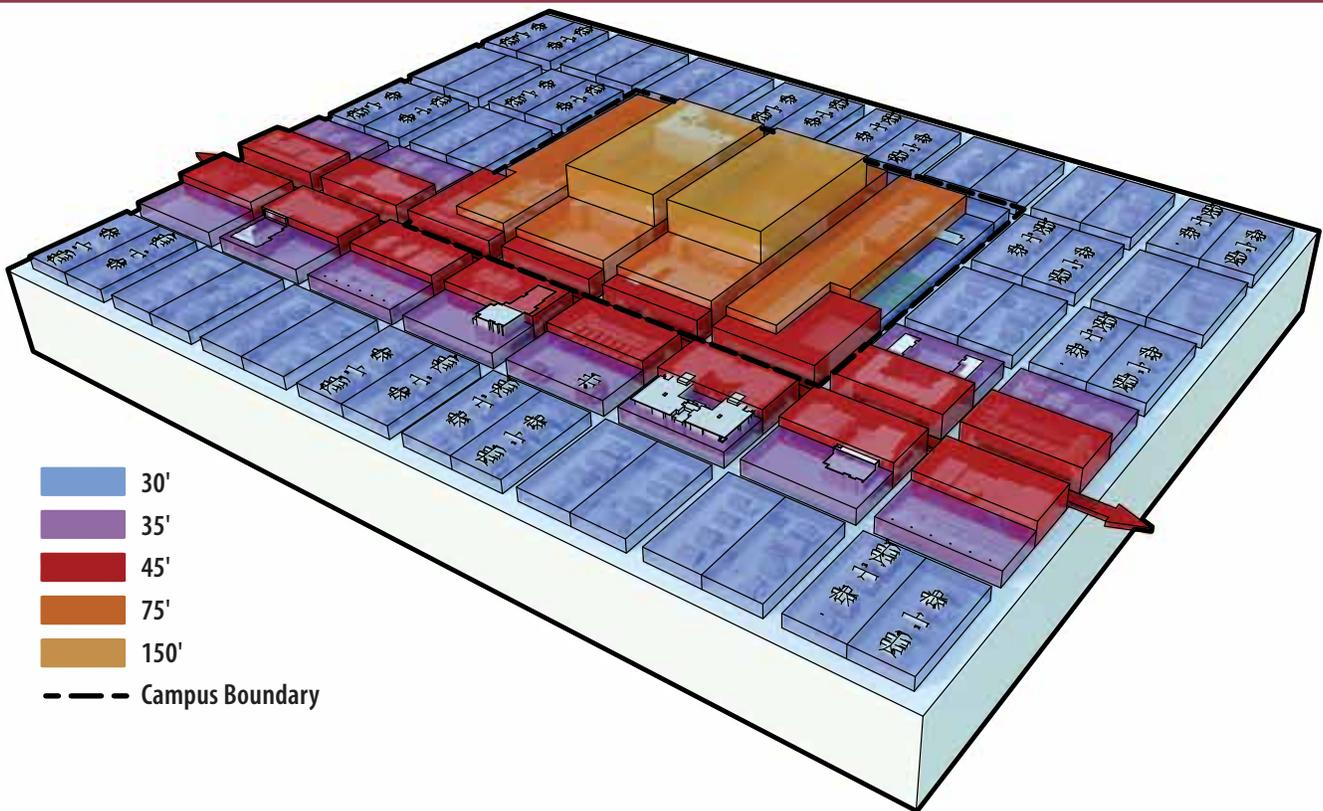
CI-1 Urban Institution, mixed use zone abutting right-of-way



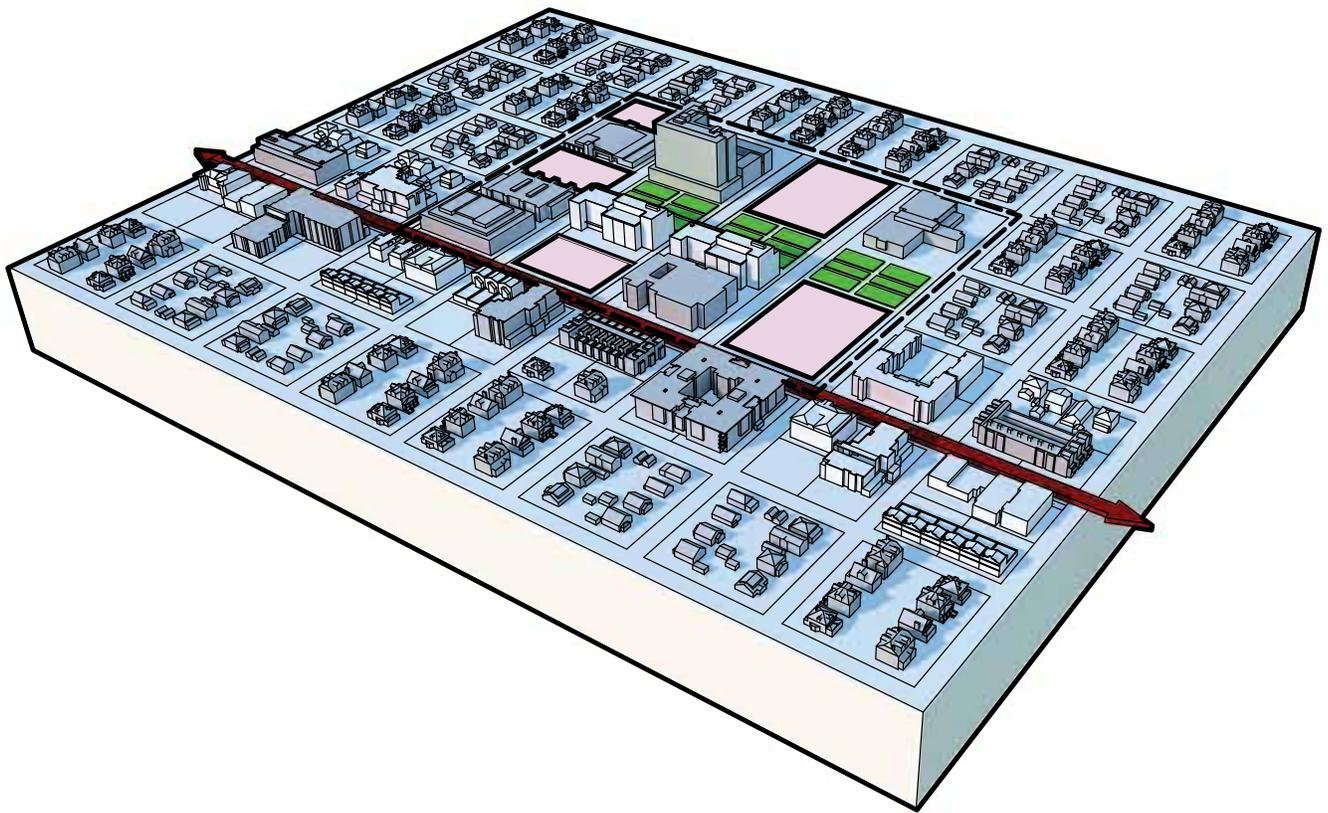
CI-2 Residential Institution, single-dwelling residential abutting property line



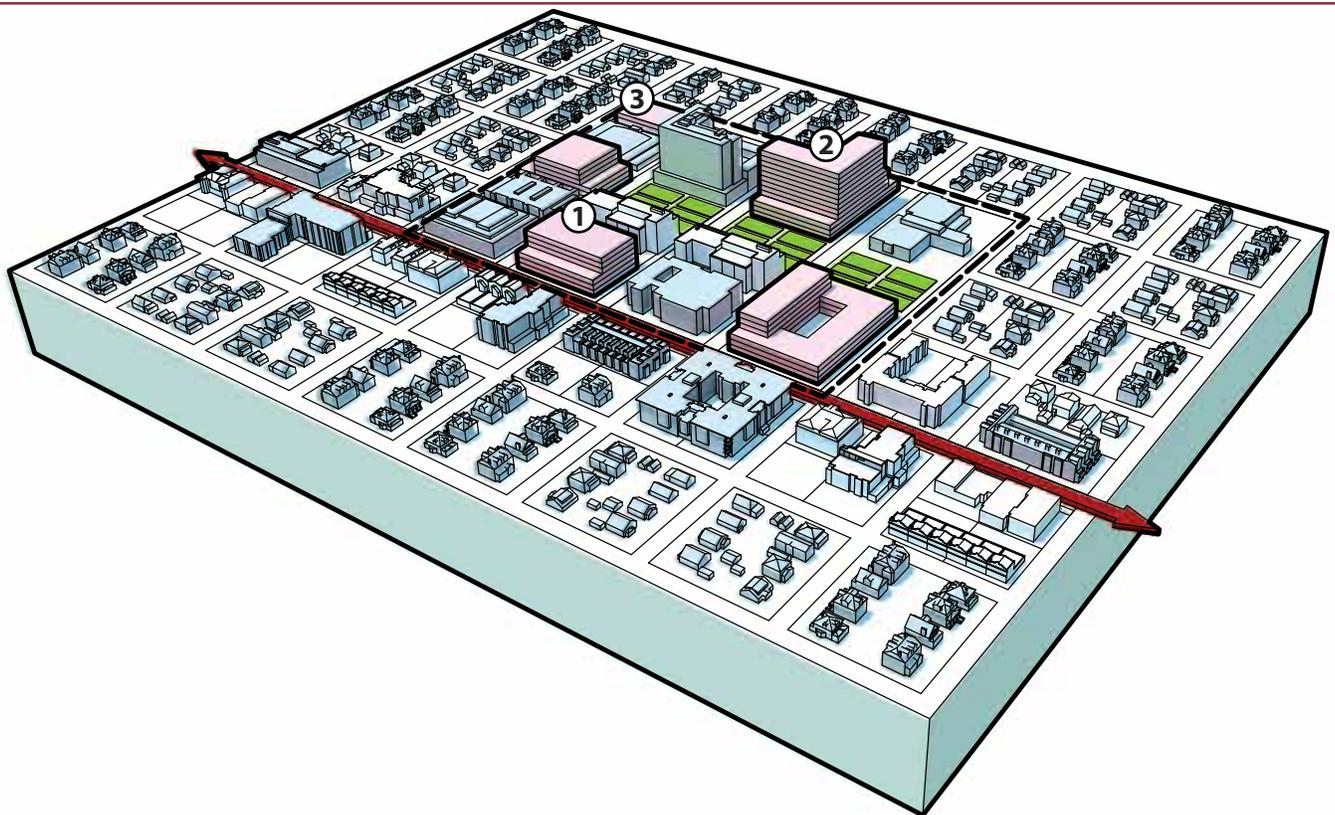
URBAN CAMPUS BUILDOUT HEIGHT AND SETBACK EXAMPLE: CI-1 Urban Campus on commercial mixed use street with transition to residential neighborhood.



URBAN CAMPUS BUILDOUT HEIGHT AND SETBACK EXAMPLE: Building height at campus perimeter matches adjacent zone and steps up toward campus interior.



URBAN CAMPUS BUILDOUT HEIGHT AND SETBACK EXAMPLE: Potential building sites.



URBAN CAMPUS BUILDOUT HEIGHT AND SETBACK EXAMPLE: Possible buildings that meet setbacks and height standards. See examples 1, 2 and 3 on the next page.

Additional Zoning Regulations Remain in Effect

The Development Code contains other significant regulations that will continue to apply to developments on CI zoned property. These regulations include but are not limited to the following:

33.243 Helicopter Landing Facilities	Helicopter landing facilities operated as an accessory use to a medical center or educational campus will remain a conditional use subject to use restrictions, noise attenuation and other development standards.
33.262 Off-Site Impacts	Standards and enforcement procedures related to noise, vibration, odors and glare will apply to campus institutions.
33.266 Parking and Loading	Parking lot design, landscape/screening requirements and space requirements will continue to apply.
33.279 Recreational Fields for Organized Sports	Development standards and type II/III Conditional Use Review procedures will apply to the construction use and lighting of organized athletic fields.
33.293 Superblock	Regulations related to walkways, landscaped areas and plazas will apply continue to apply to oversized blocks that are the result of street vacations.
33.420 Design Overlay	Staff is proposing to eliminate the “d” design overlay from those campuses where it is applied (only) as a requirement of the IR zone. The Design overlay will remain applicable in those instances where the campus is located within a larger “d” design overlay area, such as the Good Samaritan Hospital campus located within the larger Northwest District Plan District.
33.430 Environmental Overlay(s)	Environmental conservation and preservation overlay zones with attendant environmental protections continue.

A number of the campus institutions are also within the boundaries of an existing plan district. Campus institutions that opt for a (CI) campus institution base zone will remain subject to the development standards described by the applicable plan district.

Transportation Issues

Transportation issues are of paramount concern to both institutions and their surrounding neighborhoods. Effective transportation and parking management strategies are vital for an institution’s successful integration into its surrounding neighborhood as are opportunities for public input throughout the initiation and administration of these programs.

Traffic Impact Analyses

Transportation impact analyses (TIA) are currently required as a component of both conditional use master plans and impact mitigation plans. Such impact analysis will also be a requirement of any future rezoning application. A transportation impact analysis isolates an institution’s share of traffic on its surrounding transportation network; identifies needed multimodal transportation services and capacity shortfalls, and recommends mitigation strategies. Required mitigation may include: on or offsite street improvements that increase system capacity or improve safety; system management improvements that increase the efficiency of existing street networks; and transportation demand management strategies that reduce travel demand or shift such demand from single occupancy vehicles to public or active transportation options.

Transportation Demand Management Plans

Transportation demand management (TDM) encompasses a variety of strategies to encourage more efficient use of the existing transportation system and reduce reliance on the personal automobile. This is achieved by encouraging people through education, outreach, incentives, and pricing to choose other modes, share rides, travel outside peak times, and telecommute, among other methods. Effective transportation demand management also incorporates management of parking supply and demand.

Transportation demand management (TDM) programs are also currently required as components of conditional use master plans and impact mitigation plans and will be ongoing requirements with the proposed new zones. While the specific components of a TDM plan vary by institution they all include a set of incentives, disincentives and resources made available to move persons from their single occupancy vehicle to active transportation options, public transit, or otherwise reduce their impact on the transportation network.

TDM programs can represent real savings for an institution if it allows them to forego a new parking structure or avoid a street improvement but they also represent an ongoing expense and administrative responsibility. There will be an ongoing City requirement for these institutions to maintain robust TDM programs, in coordination with the City.

Future Transportation Review and Coordination

Beyond the initial rezoning application, there is an ongoing need to coordinate campus growth with the City's Transportation plans. Both the City and the campus institutions may benefit from more frequent ongoing coordination, rather than the episodic coordination that occurs via the current CUMP/IMP process. There are several mechanisms that could be explored to ensure this ongoing coordination, and provide accountability:

- Both a Transportation Impact Analysis and TDM program will also be required components of a complete zone change application.
- The City could adopt regulations (in Title 17 or elsewhere) to mandate institutions above a certain size maintain ongoing TDM programs that meet prescribed standards or funding levels. Such codes could include provisions that mandate periodic performance reporting.

- The Zoning Code could include requirements for periodic Transportation Impact Reviews, as a land use review. Such a review would include updated Transportation Impact Analysis, and an opportunity to review and refine approved TDM plans. Such a review would be much narrower in scope than the current CUMP/IMP process, but still enable City and public review of campus transportation needs and responsibilities. This review would be triggered by new development over a certain size (trips or floor area), or scheduled to occur on a regular basis (akin to the current 10-year period for CUMP/IMP).
- The City and the subject institutions could also use formal development agreements as a mechanism to assign responsibility for identified transportation improvements. Where needed projects primarily benefit the institution, they would have primary financial responsibility. Where the project has a wider public benefit, the institutions would contribute to a larger funding strategy.

Quasi-Judicial Rezone (option to rezone to new base zone rather than update CUMP or IMP)

The proposed campus institution zone regulations will be added to the zoning code and become effective upon the final acknowledgment of the Comprehensive Plan by the State Department of Land Conservation and Development anticipated to occur in 2016. After the effective date of these new zones, individual institutions can either continue to operate under their conditional use master plans, impact mitigation plans, or base zone standards as applicable for the duration of these approvals. At the expiration of these approved plans or at such time as a major plan amendment is sought, institutions will have the option of either updating their CUMP/IMP according to the procedures currently in the development code or they can apply to rezone their campus from its existing zoning designations to one of the new campus institution zones.

It is the intention of the Bureau to phase out the use of conditional use master plans and impact mitigation plans over time and replace them with the proposed base zones. Such transition may be enforced through a limitation on the number of times an existing CUMP/IMP can be updated, through a subsequent legislative rezoning effort for all dispersed campuses or other cooperative effort coordinated with the campus institutions.

Quasi-judicial applications for a zone map amendment to a CI zone will be in compliance with the Comprehensive Plan provided they do not extend beyond the established boundary of the Comprehensive Plan Map “CI” designation. Adding property beyond the existing approved CUMP/IMP boundaries as reflected on the Comprehensive Plan Map would require a Comprehensive Plan Amendment as well as a zone change.

Rezoning applications must demonstrate that there are adequate public facilities to serve the development allowed under the campus institution zoning including police and fire protection, sanitary and stormwater sewers, water, and transportation facilities. A schedule of infrastructure improvements may be required of the institution at the time of such rezoning to document their ability to meet this rezoning approval criterion.

A rezoning application in conformance with the Comprehensive Plan is a Type III application.

Neighborhood Communication and Coordination

To encourage clear lines of communication as an effective means of reducing conflicts, staff is proposing that institutions develop a process for ongoing neighborhood communication and coordination as part of a complete rezoning application. At the minimum, this requirement will:

- Identify a point of contact at the institution.
- Establish a protocol for neighborhood/institution communication and conflict resolution.

Subsequent Development Review

Once a campus institution base zone has been approved, subsequent building proposals and other development activity will be subject to the procedures and development standards of that zone. Some uses will be allowed *by right*, some will have limitations further described in code and some, because of their perceived potential impact on the surrounding neighborhoods, will be classified as a *Conditional Use*. Allowed uses will be required to either meet the development standards established by the base zones and other pertinent chapters of the zoning code or successfully demonstrate that adjustments from these standards are warranted.

The adjustment review process described in section 33.805 provides a mechanism by which the regulations of the zoning code as applied to the CI zones may be modified if the proposed development continues to meet the intended purpose of the regulation. Evaluation criteria include findings that the proposed adjustment will not detract from the livability of adjoining residential neighborhoods, that any impacts from the adjustment are mitigated and that granting the adjustment will equally or better meet the purpose of the regulation to be modified.

In those circumstances where adjustments from zoning standards have been granted as a component of a conditional use master plan review or an impact mitigation plan review, such adjustments will carry over to the new zone.

Once the Campus Institution zones are adopted and applied to individual campuses there may be structures that do not conform to the development standards (building height, setbacks etc.) or there may be uses that are listed as conditional uses or prohibited within the zone. In general, non-conforming uses are allowed to continue but may not be expanded without additional land use review. Non-conforming development features generally can be continued but not expanded and efforts to bring the project closer to conformance with the base zone standards is sought at such time as building or site alterations are made.



Aerial view of the Willamette River and the University of Portland Campus and surrounding neighborhood. N. Portland

Equity Considerations

The college and hospital campuses subject to this review are located across the city including developments that have had a historic impact on Portland's communities of color and existing campuses that are located in neighborhoods of color, (see Map 16 on page 41). Institutional development in Portland includes a history of displacement and subsequent land-banking in what some community members believe is an unproductive use of land. At the same time, these institutions provide important investment, educational and employment opportunities that can have a positive impact on the larger city's vulnerable populations.

The Campus Institution Zoning Update Project attempts to balance these concerns by providing a regulatory structure that encourages institutions to develop on their existing campuses while limiting the further acquisition of property and expansion of campus boundaries out into the surrounding neighborhoods.

Existing Conditions

Campus Institutions

There are 15 medical center and higher education campus institutions designated as (CI) Campus Institution on the Comprehensive Plan Map that would be eligible for rezoning to one of the two proposed campus institution zones. Of these campus institutions four are college campuses more than 100 acres in size, six are college campuses between 10 and 25-acres in size and five are medical centers. These individual campuses can further be distinguished by the character of their campuses, their surrounding neighborhoods and available transportation infrastructure.

The four 100-acre college campuses are located primarily on local service streets within single-family residential neighborhoods that are not well served by frequent service public transportation. In contrast, the five medical center campuses are typically located adjacent to a neighborhood or civic corridors and fall within or adjacent to a neighborhood or town center. These are all locations where the City is anticipating mixed use development within the next 25 years and are typically well served by frequent service public transportation.

Of the remaining six 10 to 25-acre college campuses, Portland Community College’s Cascade and Southeast campuses are distinguished by their location within or adjacent to a town or neighborhood center with frontage on designated corridors served by frequent bus lines. Each includes commercially zoned property within its boundary and on adjacent properties. The remaining campus institutions of this size may be located on a neighborhood corridor having frequent bus service but do not contain significant commercial property and are otherwise surrounded by residential zoning and land uses.

Table 3: Campus Institutions

Proposed Residential Campus	Acres	Current Approval	Duration
Reed College	117	CUMP	2008-2018
University of Portland	188	CUMP	2013-2023
Lewis and Clark College	137	CUMP	2009-2019
PCC Sylvania	118	CUMP	1993-2003
Concordia University	27	IMP	2003-2017
Warner Pacific University	16	CUMP	2001-2013
Multnomah University	24	IMP	2000-2025
University of Western States	21	CUMP	1998-2008
Proposed Urban Campus	Acres	Current Approval	Duration
Providence Medical Center	26	CUMP	2012-2022
Kaiser Medical Center	13	CUMP	1989-2000
Legacy Emanuel	41	IMP	1994-2024
Legacy Good Samaritan	16	CUMP	2005-2015
Adventist Medical Center	42	CUMP	2005-2015
PCC Cascade	23	IMP	2001-2021
PCC Southeast	18	Base Zone	NA

The hospitals located on Marquam Hill and the University of Portland are not a part of this zoning update project because they have already been assigned central city zoning designations and fall within plan districts that establish adequate capacity to meet their projected growth through 2035.

Existing Regulatory Process

Under existing zoning regulations the dispersed campuses typically operate under either a conditional use master plan or an impact mitigation plan.

Conditional Use Master Plan

A conditional use master plan is a plan for the future development of a use that is subject to the conditional use regulations. A master plan is required as part of a conditional use review where the conditional use contains over 500,000 square feet of floor area and proposes to expand its floor area or site area. The development of a master plan is intended to:

- Provide the surrounding neighborhoods and the City with information about, and an opportunity to comment on, the user's plans for future development.
- Enable the institution and the City to address the effects of the future development.
- Ensure that development will be allowed in a manner consistent with the plan.

The more specific the plan, the less subsequent review is required as future development occurs. The master plan must include proposed uses and possible future uses that might be proposed for at least 3 years and up to 10 years. At the end of this time period the plan expires and must be renewed or updated prior to any new development.



Portland Community College along SE Division Street

Impact Mitigation Plan

An impact mitigation plan is similar to a conditional use master plan in that it begins with a comprehensive proposal for the future development of a campus. In contrast to a conditional use master plan, an impact mitigation plan provides only a conceptual site plan while establishing a set of impact metrics such as vehicular trips, required parking spaces or student enrollment with corresponding impact mitigation requirements. Subsequent development in conformance with the conceptual layout can proceed subject to design review and Type II development review procedures provided it is in conformance with the proposed mitigation schedule established under the larger impact mitigation plan.

Both initial conditional use master plans and impact mitigation plans are processed through a Type III review procedure wherein city staff drafts a recommendation and the Hearings Officer renders a final decision that may be appealed to City Council. Subsequent development on campus may proceed by right or subject to a type I, II or III review procedure depending on a variety of factors including the size and nature of a proposed development, whether it will expand the boundary of the recognized campus and the detail contained in the original master plan or impact mitigation plan.

Existing Development Standards

Conditional Use Master Plans **for hospitals and colleges currently take place across a broad range of underlying residential** base zones and are subject to a combination of development standards that apply both to the underlying zones and standards specific to institutional uses. Existing Institutional Development Standards in most multi-dwelling zones are shown below.

Table 4: Selected Existing Multi-dwelling Development Standards for Institutions in the R3-RX Zones

Maximum Building Height	75 ft
Setback and Building Envelope	10 ft min. 1 ft for each 2 ft Building Height
Maximum FAR	2 to 1
Maximum Site Coverage	70%
Minimum Landscape Coverage	20%
Buffering From Abutting Residential Zone	10 ft to L3 Standard
Buffering Across a Street From a Residential Zone	10 ft to L1 Standard

Impact Mitigation Plans are applicable to campuses located on land zoned (IR) Institutional Residential. All property assigned an IR zoning designation is also assigned a “d” Design Review overlay requiring new development and significant remodeling efforts to undergo a formal design review.

Table 5: Selected Existing Development Standards for Institutions in the IR Zone

Maximum Building Height	75 ft
Setback and building envelope	10 ft minimum + 1 ft for each 2 ft building height
Maximum FAR	NA
Maximum Site Coverage	70%
Minimum Landscape Coverage	20%
Buffering from abutting Residential Zone	NA
Buffering Across a Street from a Residential Zone	NA

What We've Heard So Far

The results of this project have been informed by a Project Advisory Group comprised of representatives from institutions, adjoining neighborhoods, transportation and land use consultants and city staff. This group met 9 times (every other month) since its inception December 2013. A roster of advisory group members, agendas, meeting notes and materials from these meetings are available on the project webpage at www.portlandoregon.gov/bps/institutions

Staff also gathered input from review of the public record, outreach to individual institutions and neighborhood associations and discussion with City of Portland service bureaus. The most widely shared comments and concerns are generally described below:

Institutions

Institutional representatives expressed numerous concerns about the current review process including the expense involved in preparing and submitting an adequate application and the conflict such reviews invariably generate between the institutions and their surrounding neighborhoods. Many of these concerns as well as an early proposal for administrative reform are contained in a 2012 report, *Institutional Uses Analysis and recommended alternatives: City of Portland's regulatory regime for college institutions* (see Note 3).

Given the realities of institutional funding and evolving trends in both healthcare and higher education, long range development forecasts are imperfect planning tools for the institutions. The recurring, complex nature of City reviews however lead institutions to provide worst-case proposals and accept conditions of approvals that conflict with their business interests. Ultimately, land use approvals are not permanent and institutional operations are up for review every 10 years. Institutions seek a zoning designation that recognizes them as a permanent presence befitting their tenure in the neighborhoods that in some cases date back 100 years.

Subsequent development thresholds that trigger a Type II or Type III review are set too low to effectively provide the flexibility that is supposed to be provided through both the CUMP and IMP processes. This makes it difficult for institutions to respond to changing demands that may be the result of changes in the industry, unexpected funding opportunities or even requests from neighborhood representatives.

Institutions expressed concerns that they are often assigned more than their fair share of neighborhood traffic impact and the resulting mitigation expense.

Some participants advocate for legislatively rezoning the campuses as part of the Task 5 implementation effort. Individual institutions could then choose to run out their CUMP or IMP. Alternatively institutions want to retain the option as to when, or if, they apply to rezone their campuses.

Much has been said about the negative impacts of institutions on their surrounding neighborhoods but little is said regarding the benefits institutions provide to the neighborhoods such as open space, access to community facilities and programs - not to mention jobs and services. The conditional use process does not recognize these contributions.



Students on campus at the University of Portland



Randall Children's Hospital at the Legacy Emanuel Campus



Students at bus stop at PCC Cascade, NE Portland



Warner Pacific University near Mt. Tabor, SE Portland



Busy intersection, Legacy Good Samaritan Hospital and Health Center, NW Portland

Neighborhoods

There remains considerable support for the CUMP and IMP plan review process among neighborhood associations and individual neighbors despite the recurring effort required of these volunteer organizations to engage in complex negotiations with institutions through their attorneys, engineers and architects. Those in support of the status quo value the existing review processes' ability to address unique circumstances that accrue to individual institutions and neighborhoods. They also support the Hearings Officer as an independent authority who is able to review the evidence submitted against the applicable law and render a fair judgment. Broader public outreach including better public notice would improve the review process.

Traffic and parking issues related to institutional expansion and operations are the most predominant substantive concerns of neighbors. Neighbors care less about the source of the increased traffic in their neighborhoods than they do about meaningful strategies and infrastructure investments that improve safety and capacity on their local streets.

Other offsite impacts such as athletic field lighting, noise, off-campus housing, public safety and campus boundary expansions are also common concerns.

Neighbors are concerned that the correct metrics are used in adopted transportation demand management (TDM) programs. Increasing the mode-split share of traffic arriving at an institution by active transportation or public transit can still result in an actual increase in car traffic for a growing institution. Adequate enforcement also remains a concern because the City has not assigned adequate resources to TDM oversight. Institutions are not keeping up with their ongoing TDM operational obligations.

Building design and land use at the periphery of a campus are of interest to the surrounding neighborhood, while the design of individual buildings at the interior of a campus less so. Edge standards and land use strategies should contribute to the adjoining neighborhood character whether that means accommodating a quiet single-family residential neighborhood or activating a neighborhood commercial district.

Satellite facilities within nearby commercially zoned centers and corridors may meet underlying zoning district use and development standards but consideration should also be given to their relationship to the main campus, specifically where transportation issues are concerned, such as a requirement for a shuttle bus to reduce traffic.

Development that may good for the region is not necessarily good for the neighborhood. Use of Community Benefit Agreements or other appropriate tools should be explored that would promote local hiring, contracting and procurement policies as components of the institutions business operations.

Service Bureaus

Service bureaus support development code options that are straightforward to administer including conditions of approval as necessary to meet their respective review criteria. The Bureau of Transportation is particularly interested in their continued ability to review transportation impacts from campus institutions and require proportional improvements to the affected transportation network. PBOT also wants to retain the requirement for institutions to develop and administer ongoing TDM Programs. The Bureau of Environmental Services also wants to retain its ability to review comprehensive stormwater management plans on a campus wide basis.

Conclusion

The Campus Institution Zoning Update Project began as an effort to increase the amount of development potential available to the City's dispersed campus institutions while protecting against or mitigating for offsite impacts that such development might cause. After a review of the City's existing regulatory structure and in conversation with a wide range of institutional, neighborhood and city regulatory interests, BPS is proposing a two base zone option as a straight forward approach to integrate the competing interests and promote positive outcomes related to future campus development.

The (CI1) Urban Campus and (CI2) Residential Campus base zones allow the City to distinguish between types of campuses based on their principal use, campus typology and surrounding neighborhood characteristics. Unlike plan districts, overlay zones or amending the existing review processes, the recommended approach designates campus institutions as a form of employment land on the Comprehensive Plan Map and recognizes institutions as permanent, unique land uses within the city.

The proposed list of allowed uses prioritizes medical and educational activities. An expanded list of accessory and conditional uses facilitates additional commercial activities that contribute to neighborhood serving commercial enterprise and entrepreneurial activity. This is consistent with these institutions' roles as centers of creativity and engines of employment.

Development standards being crafted in support of the two base zones will result in development capacity sufficient to meet the projected shortfall. Two base zones allow for development standards that conform to the prevailing development requirements of both hospitals and colleges. Establishing the existing campus boundaries on the Comprehensive Plan Map will encourage institutions to build up not out into the surrounding neighborhoods thereby reducing the potential for displacement or other neighborhood conflict.

Finally, requiring a quasi-judicial rezone application while allowing existing CUMP/IMPs to be renewed gives institutions control over their regulatory futures and the timing of when they are best able to transition to a new base zone. At the same time the proposed Type III rezoning application process allows for robust neighborhood participation. Application requirements such as Transportation Impact Analyses, Transportation Demand Management Programs and Good Neighbor Agreements establish ongoing regulatory and communications tools that consider neighborhood interests.



Dawson Park is adjacent, but outside of the Legacy Emanuel Hospital Campus

Next Steps

Project Staff is actively seeking input from interested stakeholders on the campus institution zoning and will be preparing a report and proposed code amendments according to the following table:

Table 6: Project Timeline

March – April 2015	Public outreach
April 9, 2015	Final Project Advisory Group meeting
May 29, 2015	Staff report to Planning and Sustainability Commission published
June 9, 2015	PSC briefing
July 14, 2015	PSC public hearing (testimony)
August 18, 2015	PSC work session, vote and direction to staff

Note: All dates are tentative

City Council consideration of the PSC's recommended draft will be coordinated with the adoption of the Comprehensive Plan Update (Task 4) and related early implementation (Task 5) projects tentatively scheduled in the winter of 2015. The effective date of any new development code language (the date at which an institution could actually apply for one of the new campus zones) would be after the State Department of Land Conservation and Development acknowledges the City's new Comprehensive Plan and related code amendments. Such acknowledgement is anticipated in 2016.

Notes

Note 1.

According to the City's adopted Economic Opportunity Analysis (EOA) healthcare and higher education are expected to remain significant engines of economic activity and employment over the next 20 years.

- 24 percent of the total jobs in the City of Portland are within the healthcare and higher education employment sectors (2010).
- Almost half of these jobs are located within 19 large campuses located across the city including PSU and Marquam Hill.
- The Institutional Employment Geography (excluding PSU and Adventist Hospital) is forecast to add 22,730 jobs between 2010 and 2035.

The EOA identifies a shortage of available development capacity to accommodate this projected growth. Development capacity provided for in adopted Conditional Use Master Plan and Impact Mitigation Plans accounted for approximately 83 percent of the projected demand on the 15 dispersed campuses.

The Portland Plan recognizes this development shortfall and the benefits that these institutions provide to the community and instructs the City to "provide capacity for Portland's campus institutions to grow and to remain competitive." In support of this goal the Bureau of Planning and Sustainability is instructed to "develop, as part of the new Comprehensive Plan, new land use and investment approaches to support the growth and neighborhood compatibility of college and hospital campuses".

A full copy of the *Economic Opportunity Analysis* is available online at www.portlandoregon.gov/bps/59297

Note 2.

The proposed Comprehensive Plan Update includes policy language directing the City to “provide for the growth of Portland’s major campus institutions as essential service providers, centers of innovation, and major employers.” Expanded policy language specific to campus institutions from the proposed *Comprehensive Plan, Chapter 6: Economic Development* is included below:

Campus institutions

Health care and education sectors are concentrated in large hospital, college, and higher education and high school campuses as well as dispersed smaller facilities. Major institutions are large employers with campuses that vary from pastoral expanses to more concentrated urban grounds. Health care and education 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. Rapid growth of campus institutions is a national trend, and best practices offer opportunities to plan effectively for this campus growth, and reduce neighborhood impacts. Examples of new directions in the policies below include designation of major campuses as employment land, regulatory improvements, and Transportation-related improvements.

Policy 6.53 Campus institutions	Provide for the stability and growth of Portland’s major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers.
Policy 6.54 Campus land use	Provide for major campus institutions as a type of employment land, allowing uses typically associated with health care and higher education institutions.
Policy 6.55 Development impacts	Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design.
Policy 6.56 Community amenities and services	Encourage campus development that provides amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.
Policy 6.57 Campus edges	Provide for context-sensitive, transitional uses and development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.
Policy 6.58 Satellite facilities	Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

Note 3.

In 2012 a consortium of Portland public and private colleges prepared a briefing paper to inform the City of Portland’s understanding of land use regulatory issues specific to institutions of higher education. As part of their supporting documentation the College Coalition conducted a regulatory survey, supported by interviews with relevant city agencies and comparable institutions, in three jurisdictions: St. Paul, Minnesota; Seattle, Washington; and Boston, Massachusetts.

Among the regulatory changes recommended by the college coalition:

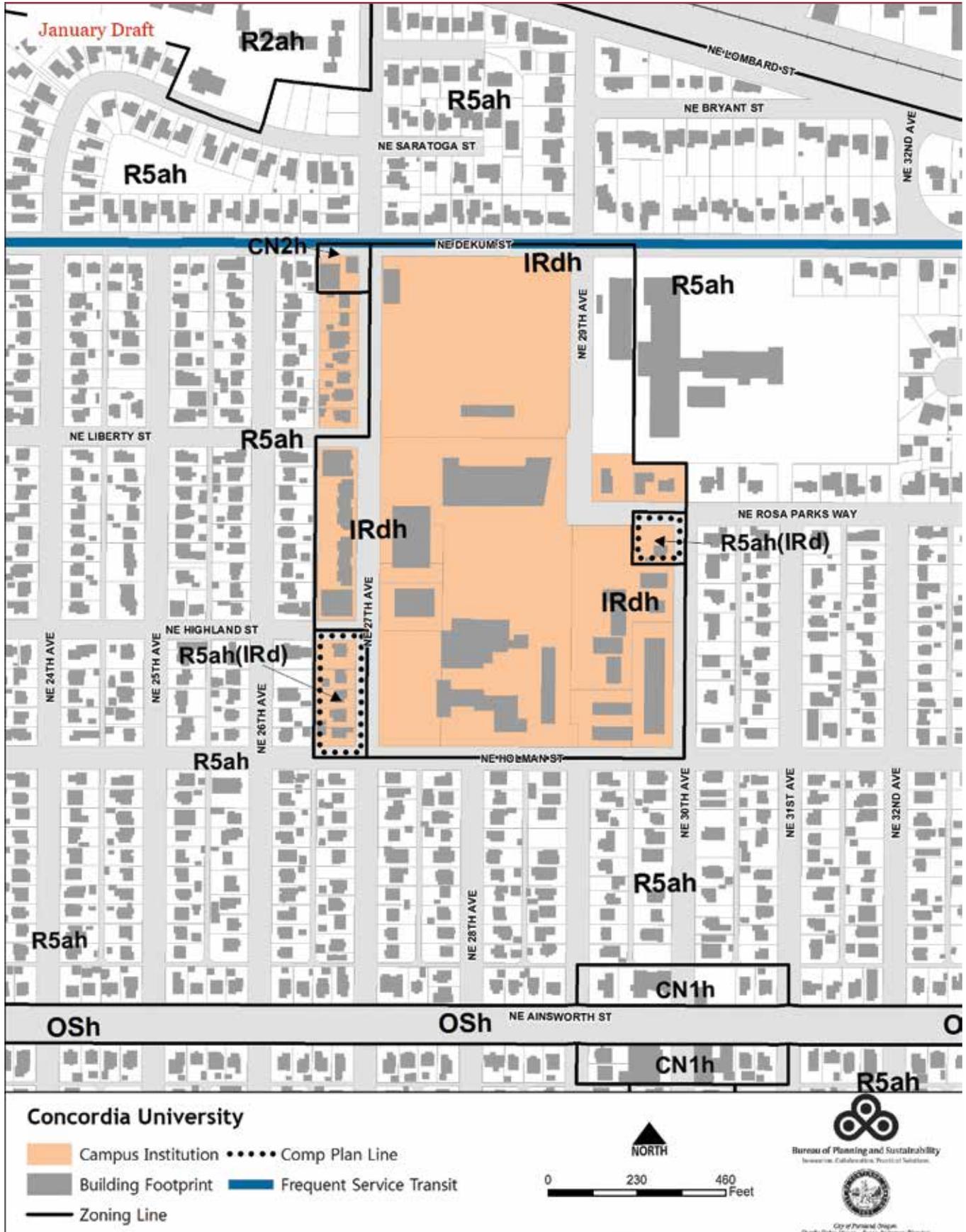
- Create an institutional overlay zone with mandatory master plan requirement based on the current CUMP regulations.
- Change the duration of the master plan to move away from a set number of years to one that would remain in effect until the development forecast in the plan is complete or certain specified metrics such as student enrollment is met.
- Increase the threshold of development not conforming to the master plan(s) that could be built without an amendment.

A full copy of the *College Coalition Report* is available online at www.portlandoregon.gov/bps/63977

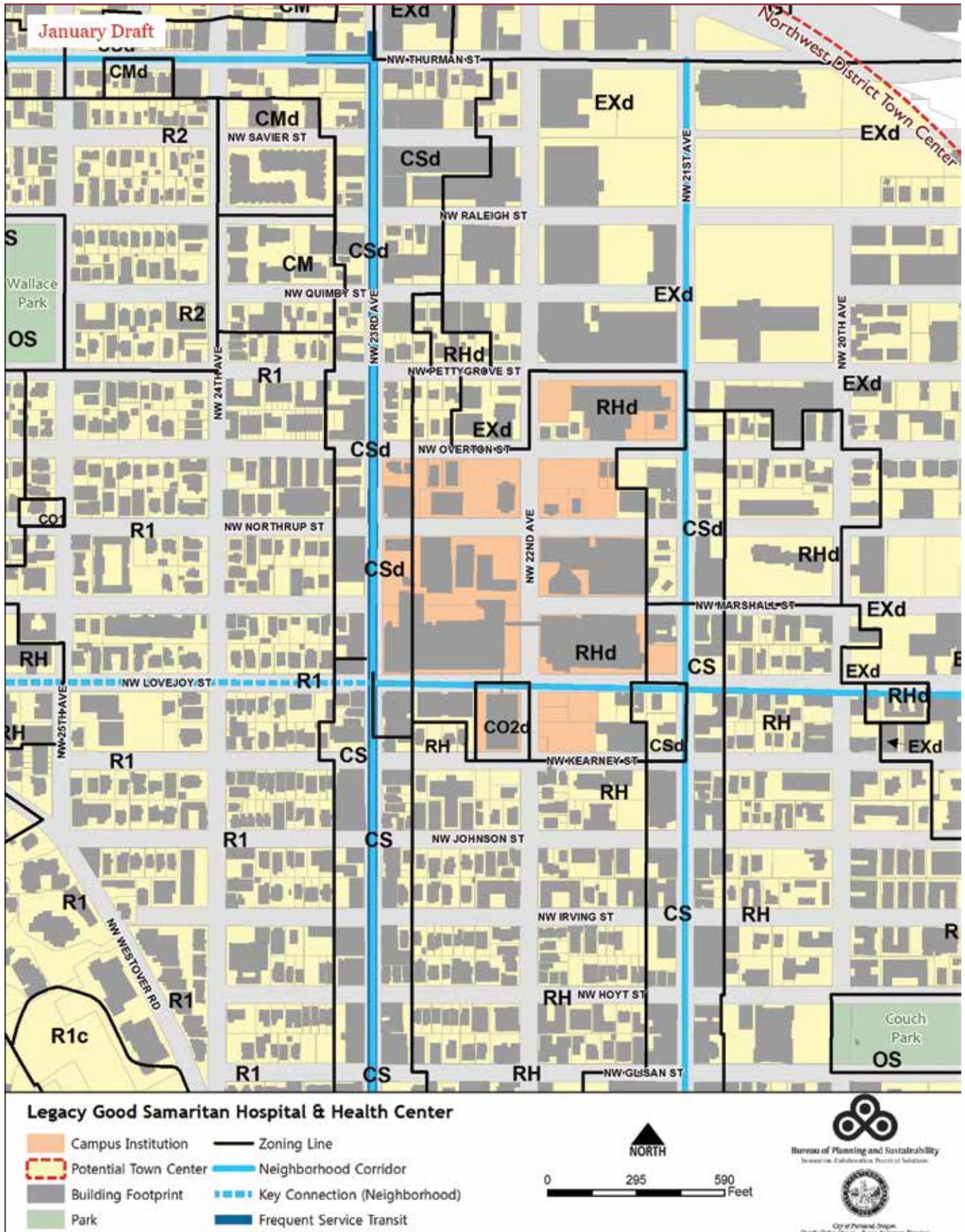
Appendix

Map 1:	Concordia University
Map 2:	Legacy Emanuel Hospital and Health Center
Map 3:	Legacy Good Samaritan Hospital and Health Center
Map 4:	Kaiser Medical Centers
Map 5:	Lewis and Clark College
Map 6:	Multnomah Bible College and Biblical Seminary
Map 7:	Portland Community College – Cascade
Map 8:	Portland Community College – Southeast Center
Map 9:	Portland Community College – Sylvania
Map 10:	Adventist Medical Center
Map 11:	Providence Portland Medical Center
Map 12:	Reed College
Map 13:	University of Portland
Map 14:	Warner Pacific University
Map 15:	University of Western States
Map 16:	Communities of Color

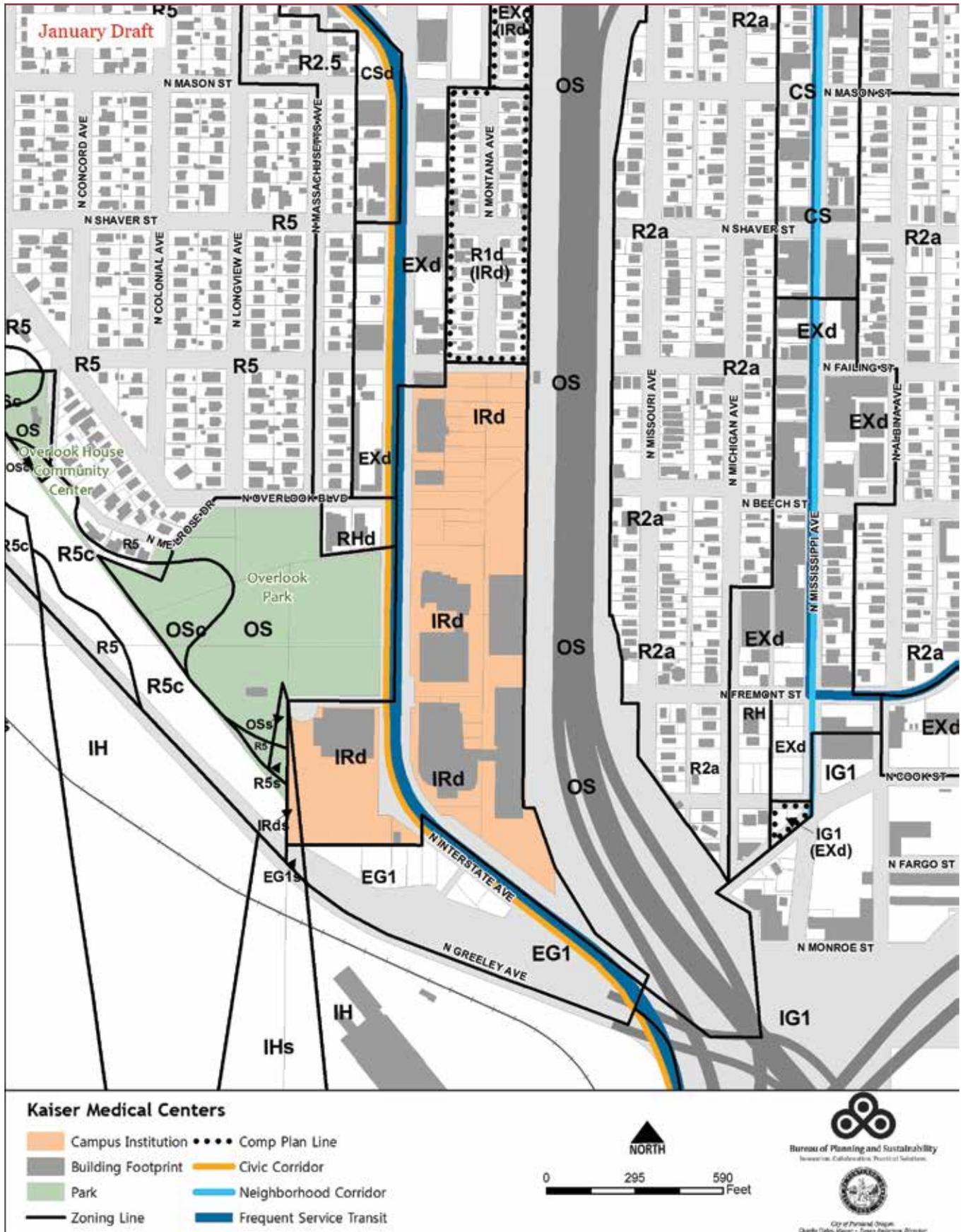
Map 1: Concordia University



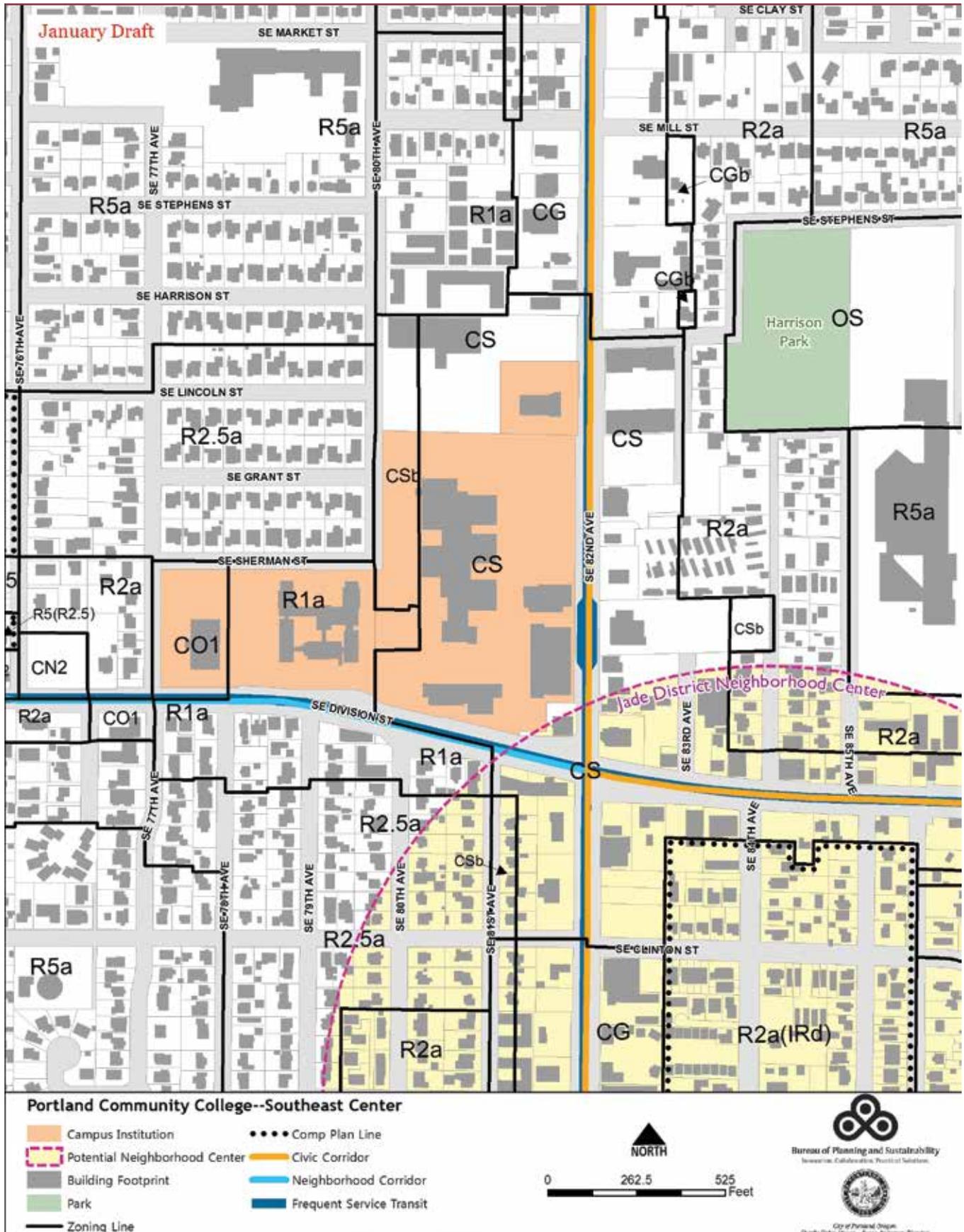
Map 3: Legacy Good Samaritan Hospital and Health Center



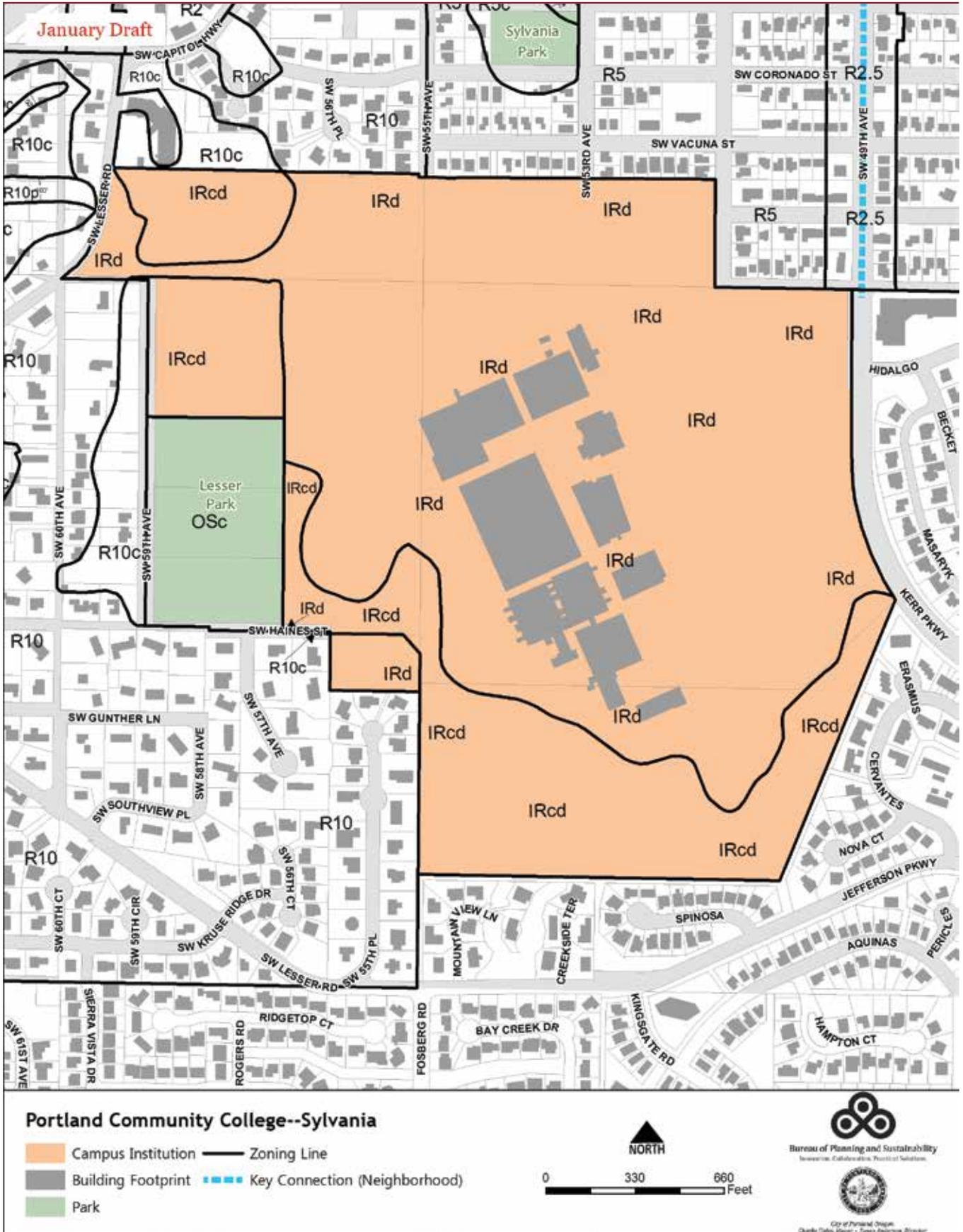
Map 4: Kaiser Medical Centers



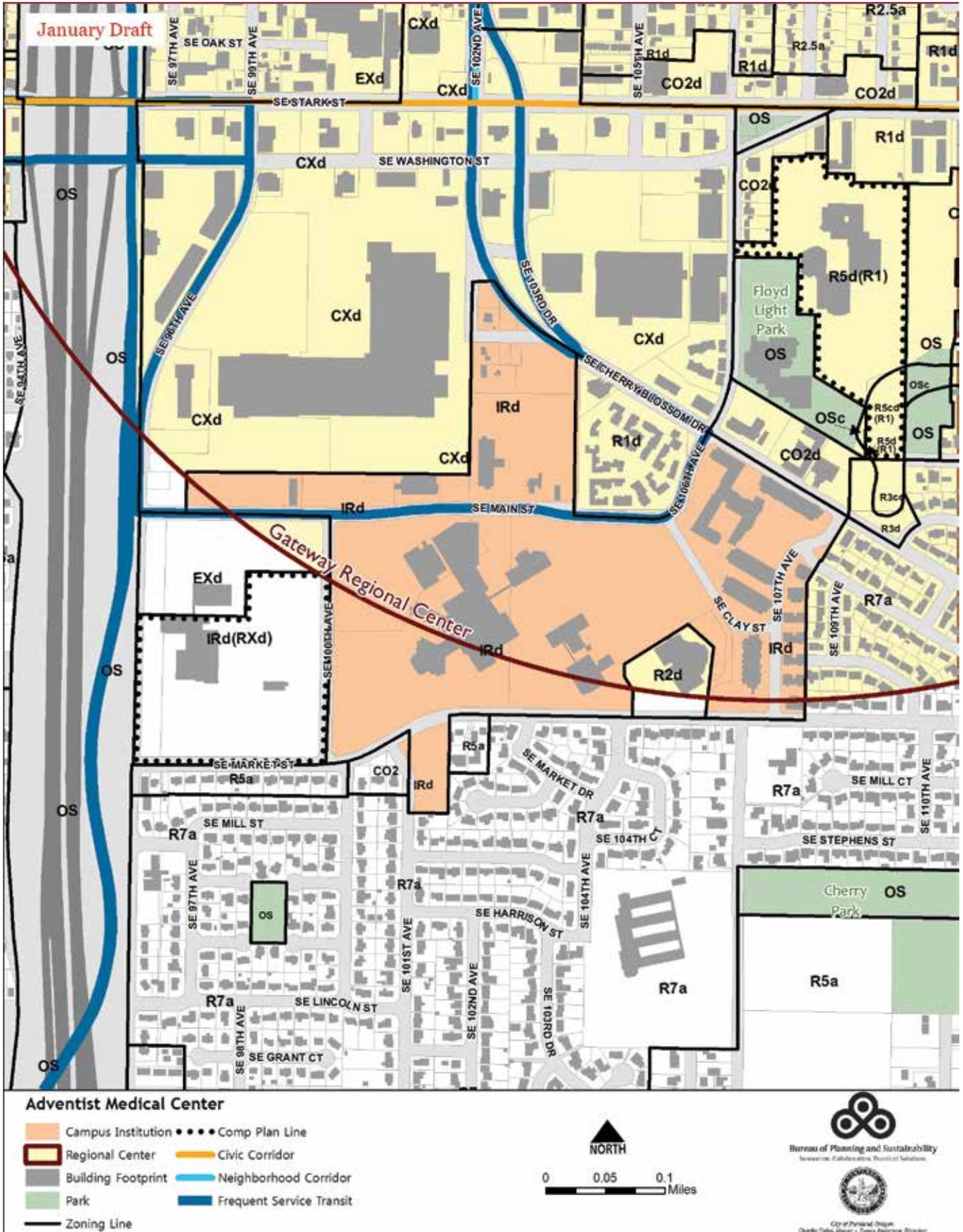
Map 8: Portland Community College – Southeast Center



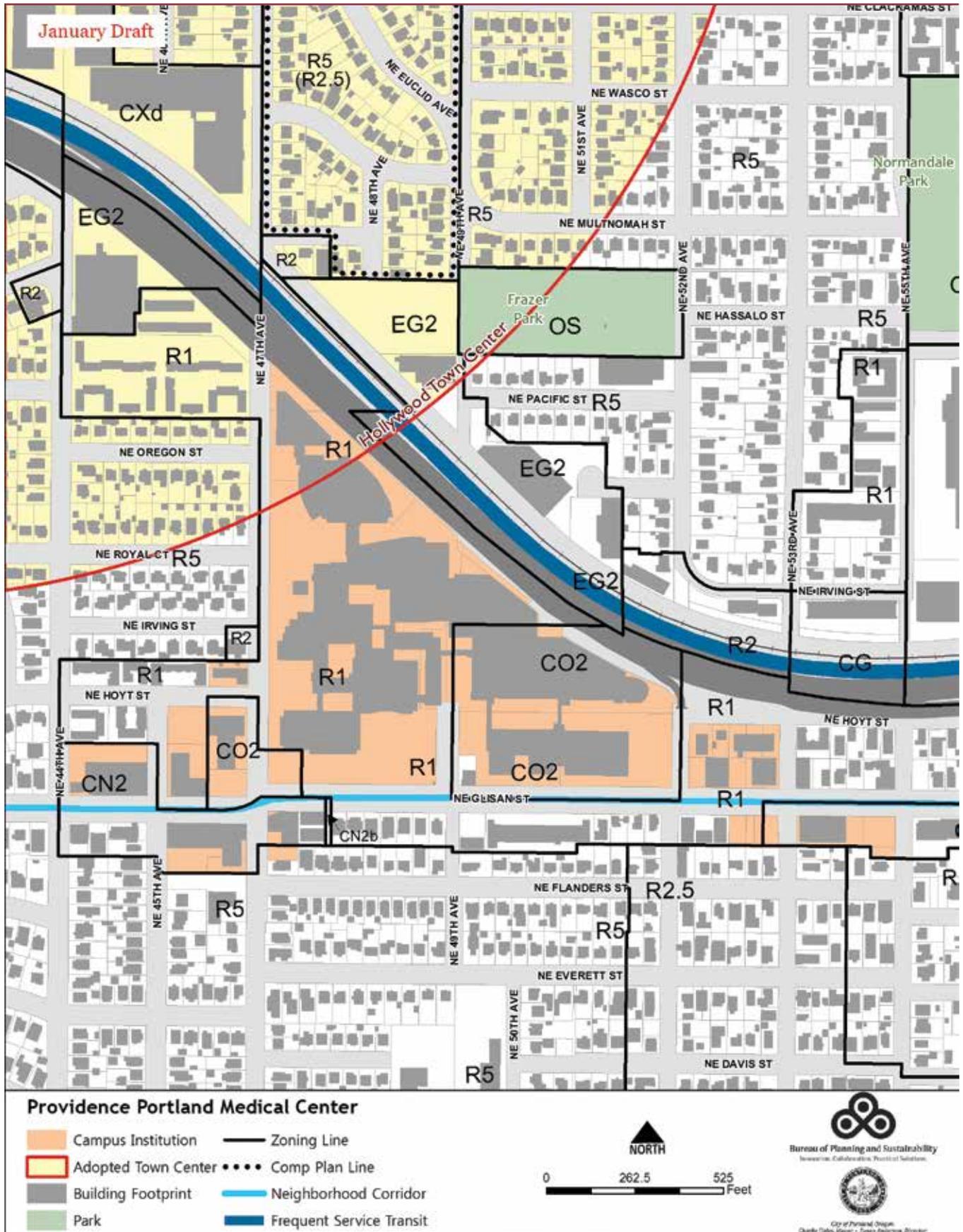
Map 9: Portland Community College – Sylvania



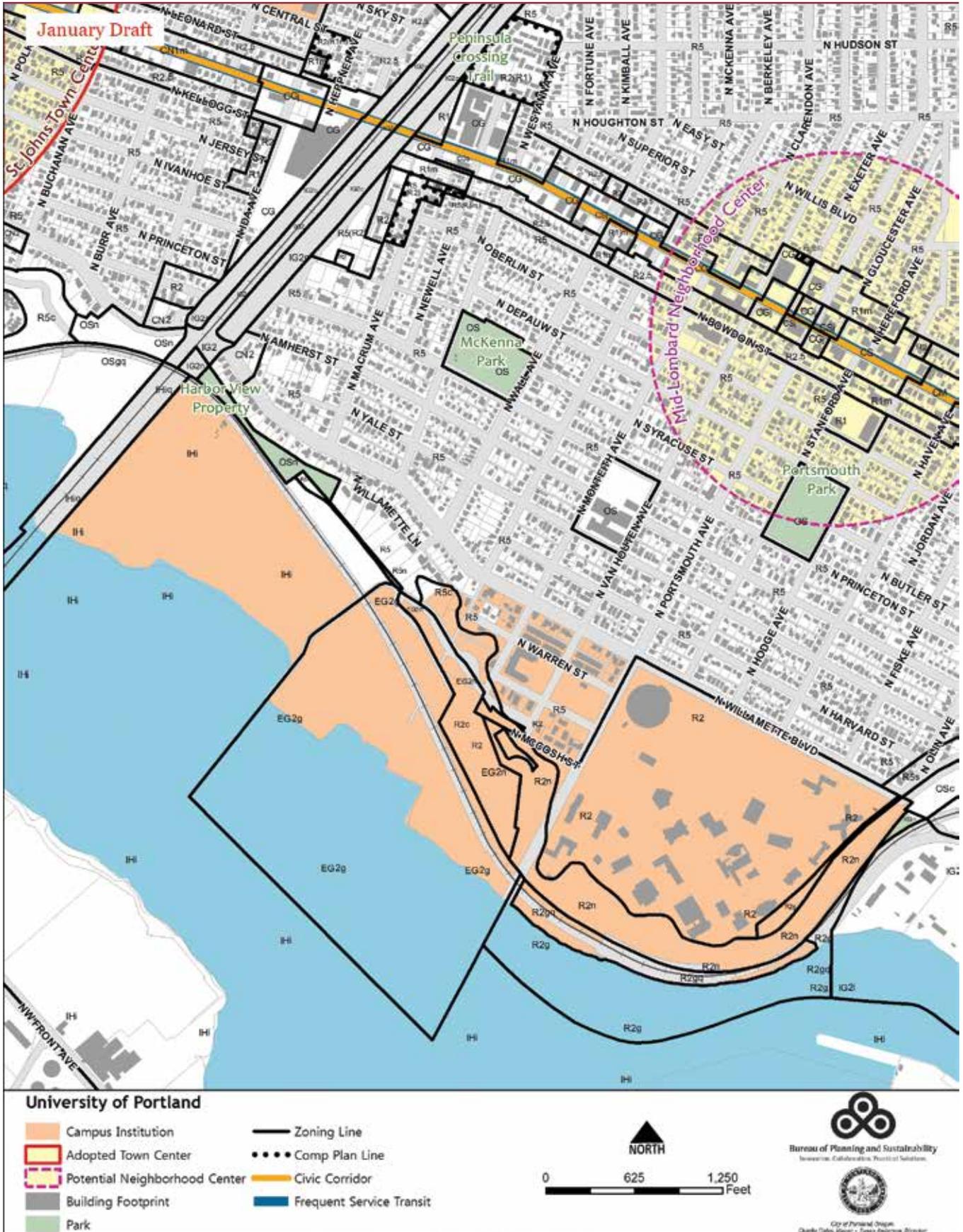
Map 10: Adventist Medical Center



Map 11: Providence Portland Medical Center



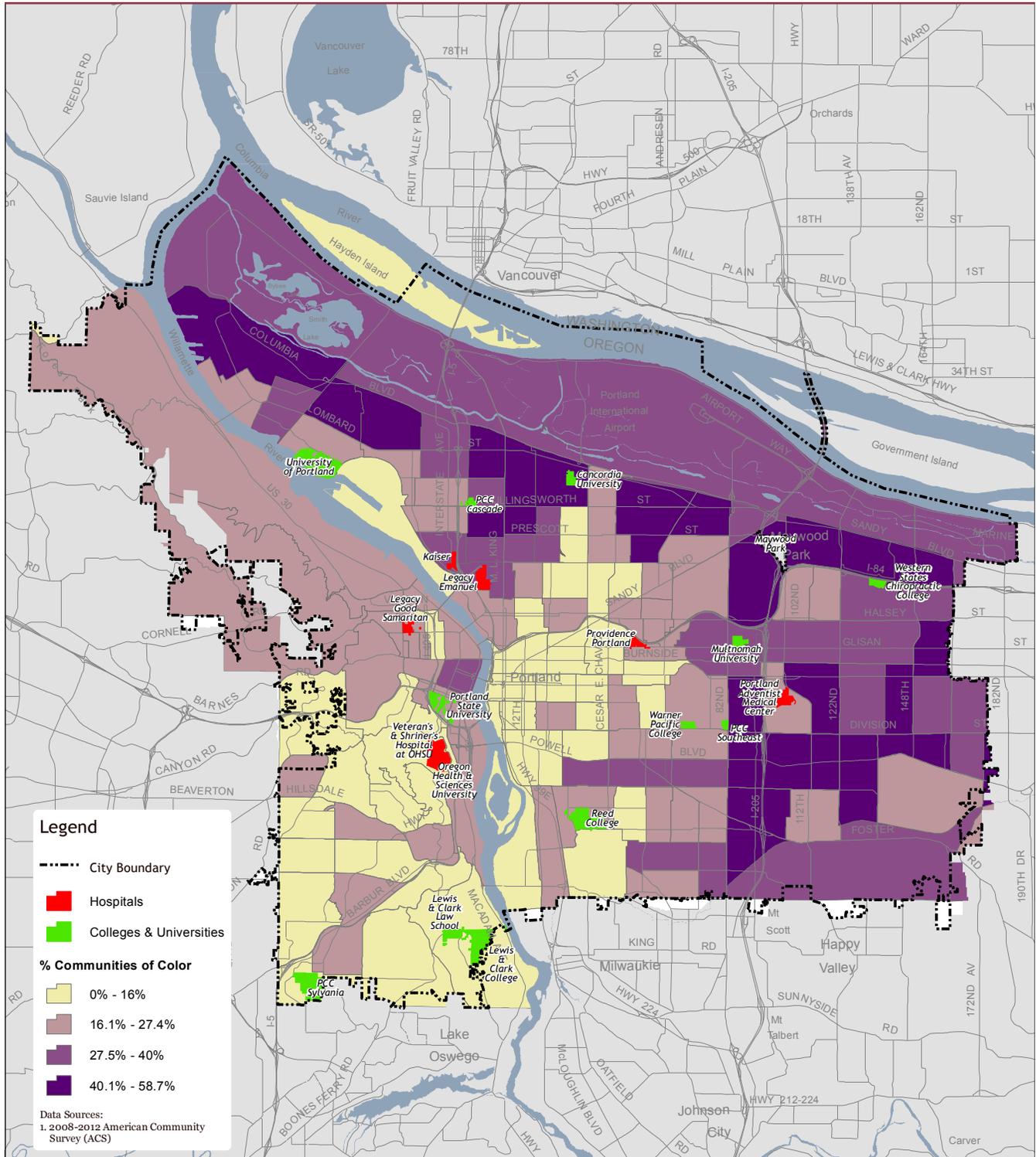
Map 13 University of Portland



Map 15: University of Western States



Map 16: Communities of Color



Hospitals & Colleges/Universities

January 14, 2015

City of Portland, Oregon
Bureau of Planning & Sustainability
Geographic Information System

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

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