



PDX Plan District Review

September 2013

Pre-Airport Futures

Since being annexed into the City of Portland in 1976 the airport was designated as a conditional use in an industrial zone. Because of its large size, PDX was issued its land use permit to operate and grow through the Conditional Use Master Plan (CUMP) provisions in the City Zoning Code. The CUMP was processed as a Type III land use permit that included public notice and a decision by a hearings officer. Each permit was valid for a period not to exceed 10 years.

The CUMP process was not ideal for the major stakeholders in that process. The process was considered cumbersome, expensive, lacked flexibility, and did little to resolve long standing issues with the community. In 2001 the Port and City agreed in a joint resolution to replace the conditional use process with a legislative process to properly address the complex issues associate with development at PDX. This resolution was followed by intergovernmental agreements in 2002, 2004, and 2007 which ultimately informed the structure, process, and goals of the airport future project.

Airport Futures Process

As the Airport Futures Planning Advisory Committee (PAG) considered changes to the existing conditional use process, the following points were made as to why the changes should be considered:

- City-Port IGA says make PDX an allowed use. This is based on the concept that the airport represents an enormous investment of statewide significance, so long term certainty is critical.
- CU process does not work well for City, Port or community
- CU process is typical of churches, universities, and hospitals
- CU code requirements are more generic and lack specific review criteria associated with the airport
- CU process and decisions lack flexibility
- Decisions by hearings officer, not elected officials

City staff then developed a range of seven alternatives to consider for a PDX land use process.

- Keep the current Conditional Use Master Plan
- Modify the Conditional Use Master Plan process
- Create a Development Agreement
- Create an Impact Mitigation Plan
- Create a Specific Development Plan
- Create a new Airport Zone
- Create a new Plan District

These alternatives were then weighed against the PAG Vision and Values statement for the vision of the PDX Master Plan and Land Use Plan.

Our vision is a PDX Master Plan and a City of Portland Land Use Plan that:

- *Allows the **City** to address the complex issues associated with PDX and their potential impacts*
- *Provides the **Community** with a greater opportunity to influence airport planning and development, and*
- *Provides the **Port** with flexibility to respond to changing circumstances in airport development*

In applying the Vision and Values to the list of land use alternatives the PAG found that only the Airport Zone alternative and Plan District alternative should be further considered.

A side-by-side comparison of the conditional use process to the airport zone and plan district alternatives was developed by staff for consideration by the PAG. As can be seen in the table below both alternatives had the potential to address many of the needs equally. For example both alternatives could provide for lists of specific allowed uses, or on-going public involvement. Where the two alternatives differed was, 1) a Plan District affords the opportunity to address off-airport properties and an Airport Zone does not, and 2) a Plan District is much easier to incorporate into the city zoning code than a new base zone would be. As a result of this analysis the PAG recommended and City Council ultimately adopted the Portland International Airport Plan District.

Considerations	Conditional Use	Airport Zone	Plan District
Allowed Uses	No	Yes	Yes
Development Review	Type III only	Type I - IV	Type I – IV
Amendment Process	Type II or III	Type I - IV	Type I – IV
Mitigation Requirements	Yes	Yes	Yes
Notice Requirements	Yes	Yes	Yes
On-going Public Involvement	No	Yes	Yes
Noise and Environmental Overlay Amendments	No	Yes	Yes
Planning Horizon	10 years	No Limit	No Limit
<i>Off-Airport Properties</i>	<i>No</i>	<i>No</i>	<i>Yes</i>
Code Complexity	No	Yes	No
Difficult to Administer	Yes	Staff Preference	Staff Preference

Post- Airport Futures

Since adoption of the PDX Plan District, there has been only limited development at the airport so it is difficult to determine if the plan district’s meeting all the needs of the stakeholders. Perhaps the most high profile application of the plan district to date was for the proposed Colwood plan amendment when the City required that the applicant submit a letter from the Port demonstrating that the proposal would not conflict with the Wildlife Hazard Management Plan. This is a classic example of the benefits of the ability of the plan district to deal with off-airport properties.

Because of its limited application to date, Port staff recommends that consideration of a full review of the effectiveness of the plan district should be deferred for another year.