



**City of Portland, Oregon**  
**Bureau of Development Services**  
**Land Use Services**  
FROM CONCEPT TO CONSTRUCTION

Chloe Eudaly, Commissioner  
Rebecca Esau, Director  
Phone: (503) 823-7300  
Fax: (503) 823-5630  
TTY: (503) 823-6868  
[www.portlandoregon.gov/bds](http://www.portlandoregon.gov/bds)

# MEMORANDUM

**Date:** December 14, 2017  
**To:** Portland Design Commission  
**From:** Grace Jeffreys, Design Review  
503-823-7840 | [grace.jeffreys@portlandoregon.gov](mailto:grace.jeffreys@portlandoregon.gov)  
**Re:** EA 17-244961 DAR – Zidell Yards, Slipway & Greenway  
Second Design Advice Request  
DESIGN COMMISSION MEMO – December 14, 2017 Hearing Date

Attached is a drawing set for a *second* Design Advice Request for the above referenced case. Required reviews will be consecutive Type III Greenway Review and Type III Design Reviews. The review criteria are the *Central City Fundamental Design Guidelines*, the *South Waterfront Design Guidelines*, the *South Waterfront Greenway Design Guidelines* and *South Waterfront Greenway Review - Approval Criteria, PZC 33.851* (cheat sheets included with this memo).

## I. DEVELOPMENT TEAM BIO

<b>Architect</b>	Charles Brucker, Place
<b>Owner's Representative</b>	Alan Park, ZRZ Realty
<b>City of Portland</b>	Brett Horner, Portland Parks and Recreation
<b>Project Valuation</b>	\$ Not Provided

## II. PROCEDURAL HISTORY

The Applicant seeks design advice for Greenway Improvements to one part of the overall Zidell property. A previous Design Advice Request hearing for this proposal was held on October 26, 2017. At that hearing, the Commission was very supportive of the creation of active urban spaces here, and encouraged the team to look at design dynamic elements that incorporated the river. The Commission also encouraged the applicants to work with RACC early and create a Public Art masterplan. Summary notes from that hearing are attached.

## III. DISCUSSION TOPICS

Staff suggest the following topics for discussion, following changes made since that first hearing:

1. **Bridge.** Redesign of section to reduce the perceived depth and to differentiate movement zones, terminus areas revised;
2. **Art.** An initial meeting was held with RACC on November 28, 2017;
3. **Slipway.** The entrance to the slipway was widened at the Bosque to further connect the spaces with the river;
4. **Bosque.** Redesign to incorporate shape change and differentiate movement, Whirley added;

5. **Docks.** Further studies done of restrooms on the dock;
6. **Kiosks.** Further studies done of building shapes; and,
7. **Plaza.** Stair stepping element the length of the plaza added facing the river, and exposed barge building steel framing shown.

Staff suggest adding the following additional topics to the discussion:

8. **Continuity of greenway trail.** Transitions to the north and south of the greenway trail.
9. **River-relatedness uses in the Greenway setback.** The criteria and the guidelines seek to balance human access to the river with fish and wildlife habitat enhancement.
  - a. 45' from bank. The standards require development within 45 feet from top of bank to be river-related. These can be modified through South Waterfront Greenway Review, where the proposal will be required to show that it will “enhance the function of the greenway area as an active and vibrant waterfront” as well as “restore and enhance the natural character of the area”.
  - b. 25' from bank. Development within 25 feet of top of bank (and riverward) must meet the river-related or river-dependent definitions or a greenway Goal Exception will be required. Items such as landscaping supporting restaurant seating in the large plaza, kiosks, and public restrooms on the dock might have challenges meeting these definitions. It will be up to the applicant to demonstrate how proposed uses meet these definitions, obtain a Goal Exception, or move any non-river-related items out of the 25' zone.
    - *River-Dependent.* A use which can be carried out only on, in, or adjacent to a river because it requires access to the river for waterborne transportation or recreation. River-dependent also includes development, which by its nature, can be built only on, in, or over a river. Bridges supported by piers or pillars, as opposed to fill, are river-dependent development.
    - *River-Related.* A use or development which is not directly dependent upon access to a water body but which provides goods or services that are directly associated with river-dependent land or waterway use or development, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered. Residences (including houseboats), parking areas, spoil and dump sites, roads and highways, restaurants, businesses, factories, and recreational vehicle parks are not generally considered dependent or related to water. Recreational trails and viewpoints adjacent to the river are river-related development. Bridge exit and entrance ramps supported by piers or pillars, as opposed to fill, are river-related development.

#### IV. APPROVAL CRITERIA

The applicable approval criteria include:

- **Design Review** approval criteria
  - *Central City Fundamental Design Guidelines*
  - *South Waterfront Design Guidelines, Section II*
- **Greenway Review**
  - *South Waterfront Greenway Design Guidelines, Section III*
  - Applicants may also choose to meet the Greenway Development Plan Option, *South Waterfront Greenway Design Guidelines, Section IV* approval criteria to gain additional flexibility through a development agreement with City Council.

- 33.851.300 A-F, South Waterfront Greenway Review - Approval Criteria.

## V. APPROVAL CRITERIA CHEAT SHEETS

SOUTH WATERFRONT GREENWAY DG (2010) SECTIONS III and IV		PROJECT NAME: Zidell Yards Slipway and Greenway PROJECT ARCHITECT: Place and GBD	CASE NUMBER: EA 17-244961 DAR  PROJECT VALUE \$ N/A
DATE:			
<b>SECTION III - South Waterfront Greenway Design Guidelines</b>		<i>Comments</i>	
1: Design a Cohesive Greenway Trail System			
2: Address Greenway Edges			
	2-1: Address Streets and Accessways		
	2-2: Address Adjacent Open Space		
	2-3 Address Bridges		
3: Incorporate a Diverse Set of Gathering Places			
4: Integrate Materials, Structures, and Art			
5: Enhance the Riverbank			
6: Design Diverse Plant Communities			
<b>SECTION IV - South Waterfront GreenwayDesign Guidelines:Greenway Development Plan Option</b>		<i>Comments</i>	
7: Define and strengthen the Reaches			
	7-1: Define and strengthen the North Greenway Reach		
	7-2: Define and strengthen the Central Greenway Reach		
	7-3: Define and strengthen the South Greenway Reach		

8: Create and enhance habitat	
-------------------------------	--

CENTRAL CITY FDG (2003) + SOUTH WATERFRONT DG (2010)		PROJECT NAME: Zidell Yards Slipway and Greenway	CASE NUMBER: EA 17-244961 DAR
DATE:		PROJECT ARCHITECT: Place	PROJECT VALUE \$ NA
CONTEXT			
A1: Integrate the River			
	A1-1: Develop River Edge Variety		
	A1-2: Incorporate Active Uses Along the River		
A2: Emphasize Portland Themes			
A3: Respect the Portland Block Structures			
A5: Enhance, Embellish & Identify Areas			
	A5-1: Consider South Waterfront's History and Special Qualities		
A6: Re-use, Rehabilitate, Restore Buildings			
A9: Strengthen Gateways			
C1: Enhance View Opportunities			
C4: Complement the Context of Existing Buildings			
	C4-1: Develop Complementary Structured Parking		
PUBLIC REALM			
A4: Use Unifying Elements			

	<i>A4-1: Integrate Ecological Concepts in Site and Development Design</i>	
	<i>A4-2: Integrate Stormwater Management Systems in Development</i>	
A7: Establish and Maintain a Sense of Urban Enclosure		
A8: Contribute to a Vibrant Streetscape		
B1: Reinforce and Enhance the Pedestrian System		
	<i>B1-1: Facilitate Transit Connections</i>	
	<i>B1-2: Enhance Accessway Transitions</i>	
B2: Protect the Pedestrian		
	<i>B2-1: Incorporate Outdoor Lighting that Responds to Different Uses</i>	
B3: Bridge Pedestrian Obstacles		
B4: Provide Stopping and Viewing Places		
B5: Make Plazas, Parks & Open Space Successful		
B6: Develop Weather Protection		
B7: Integrate Barrier-Free Design		
C3: Respect Architectural Integrity		
C6: Develop Transitions Between Buildings & Public Spaces		
C7: Design Corners that Build Active Intersections		
C8: Differentiate the Sidewalk Level of Buildings		
C9: Develop Flexible Sidewalk Level Spaces		

C10: Integrate Encroachments	
C11: Integrate Roofs and Use Rooftops	
C12: Integrate Exterior Lighting	
C13: Integrate Signs	
C13-1: Coordinate District Signs	
<b>QUALITY AND PERMANENCE</b>	
C2: Promote Permanence & Quality in Design	
C5: Design for Coherency	

### 33.851.300 Approval Criteria

Requests for a South Waterfront greenway review will be approved if the review body finds that the applicant has shown that all of the following approval criteria are met:

- A. Consistent with the purpose of the South Waterfront greenway.** The following approval criteria must be met for all proposals:
  1. When compared to the development required by the standards of 33.510.253, the proposal will better enhance the natural, scenic, historical, economic, and recreational qualities of the greenway;
  2. When compared to the development required by the standards of 33.510.253, the proposal will better ensure a clean and healthy river for fish, wildlife, and people;
  3. When compared to the development required by the standards of 33.510.253, the proposal will better embrace the river as Portland's front yard; and
  4. When compared to the development required by the standards of 33.510.253, the proposal will better provide for stormwater management.
- B. Development riverward of top of bank.** If development is proposed riverward of top of bank, the following approval criteria must be met:
  1. The riverbank will be protected from wave and wake damage; and
  2. The proposal will not:
    - a. Result in the significant loss of biological productivity in the river;
    - b. Restrict boat access to adjacent properties;
    - c. Interfere with the commercial navigational use of the river, including transiting, turning, passing, and berthing movements;
    - d. Interfere with fishing use of the river;
    - e. Significantly add to recreational boating congestion; and
    - f. Significantly interfere with beaches that are open to the public.

- C. Proposals that do not meet the requirements of 33.510.253.E.** If the proposal does not meet all of the standards of Subsection 33.510.253.E., the following approval criteria must be met:
1. The proposal will restore and enhance the natural character of the area adjacent to the river and will allow more significant creation of habitat for fish and wildlife that could aid in supporting the recovery of native species of fish; and
  2. The proposal will support or enhance the function of the greenway area as an active and vibrant waterfront and will provide sufficient opportunities for human interaction with the greenway.
- D. Buildings within the South Waterfront greenway area.** If the proposal includes buildings that do not meet the standards of 33.510.253.E.5.b, at least one of the following approval criteria must be met:
1. The proposal will increase the area available for riparian plant communities on the site by regrading within the greenway area to decrease the slope of the river bank (i.e., laying back the bank). Proposals meeting this approval criteria must show that the modified slope of the bank will be no steeper than 5:1, and that buildings will be set back at least 100 feet from ordinary high water and at least 30 feet from the modified top of bank;
  2. The proposal will compensate for the reduction in setback through near shore and bank treatments that mimic the conditions found in more natural areas of the Lower Willamette River. Proposals meeting this approval criterion must demonstrate the following:
    - a. Buildings will be set back at least 75 feet from the top of bank;
    - b. The near shore and bank treatments will be installed riverward of top of bank;
    - c. The near shore and bank treatments will provide resource enhancement, reestablish multiple riparian functional values, increase near shore or bank complexity, and be appropriate to the specific conditions of the site and the river. The complexity should be able to be maintained over time by natural river processes; and
    - d. The proposal includes near shore and bank treatments that are valued at 700 dollars or more per linear foot of river facing site frontage.
  3. The proposal will set all buildings back an average of 100 feet from top of bank; proposals meeting this approval criteria must show that buildings will be set back at least 75 feet from top of bank, that at least 50 percent of the length of all building walls facing the South Waterfront greenway area will be set back at least 125 feet from top of bank, and that averaging will better enhance the recreational and ecological functions of the greenway area; or
  4. The proposal meets all of the requirements of the South Waterfront Greenway Development Plan and a modified setback distance has been identified on the site by the City as part of the plan.
- E. Trails, viewpoints, and pedestrian connections.** If the proposal will include trails, viewpoints, or pedestrian connections that do not meet the standards of Subsection E.3. or E.4.:
1. The proposed trail, viewpoints, and pedestrian connections will safely accommodate expected users;
  2. The trail will include one or two paths and the width of the proposed trail, or the combined width of the paths that make up the trail, will be at least 18 feet; and
  3. The proposed trail, viewpoints, and pedestrian connections will respond to topographic constraints of the site; or
  4. The proposal meets all of the requirements of the South Waterfront Greenway Development Plan and the proposed trail, viewpoints, and pedestrian connections comply with those identified on the site as part of the plan.

- F. Landscaping and non-landscaped area.** If the proposal will include landscaping or non-landscaped area that does not meet the standards of Subsection 33.510.253.E.5.a.or 5.f., the proposal must meet either approval criteria F.1. or F.2.:
1. The proposal will mitigate for any reductions in vegetative cover through the use of methods including near shore and bank restoration work, bioengineering, or green building technologies, including innovative stormwater management, on the site; or
  2. The proposal meets one of the following:
    - a. The proposal will better support the water quality goals of the City's Stormwater Management Manual;
    - b. The landscaping standards cannot be met on the site because of existing bank and soil conditions such as the presence of riprap or other obstructions;
    - c. The proposal is necessary to ensure bank stability; or
    - d. The proposal will allow greater visual access between the trail and other segments of the greenway, and will enhance safety for trail users.

**Attachments:**

Summary notes from October 21, 2017 DAR hearing  
Revised drawings, dated December 21, 2017