



South Waterfront Code & Design Guideline Update Project

Portland City Council Hearing
December 2, 2009



Project Components

Greenway Development Plan Amendments

Amend Zoning Code Provisions and Design Guidelines to better address Greenway Development Plan option in the Zoning Code

Design Guideline Amendments

Amend Design Guideline package to better address greenway review process

General Zoning Code Updates

- Repeal “required” residential use area
- Allow hotels in South Waterfront
- Address proposed street plan amendments
- Required Ground Floor Retail

Project Partners & Public Outreach

Project Partners

- Portland Parks & Recreation
- Portland Development Commission
- Portland Office of Transportation
- Bureau of Environmental Services
- Bureau of Development Services

Public Outreach

- Greenway Partnership Group
- North Macadam Urban Renewal Advisory Committee
- SWNI Parks and Open Space Committee
- South Portland Neighborhood Association
- Homestead Neighborhood Association
- South Waterfront Community Organization
- Portland Parks Board

Greenway Amendments

Greenway Development Plan



Greenway Development Plan



How to Use this Document: Section III and Section IV

Because these guidelines address issues specific to the South Waterfront Greenway, they do not nest easily within the framework of the Central City Fundamental Design Guidelines. These guidelines have the same structural components as the *South Waterfront Design Guidelines*, including the background statement, guideline language and examples, as shown on the preceding page. They are simply numbered either 1 through 6 (*South Waterfront Greenway Design Guidelines*) or 7 through 8 (*Greenway Development Plan Option*).

The Design Guideline Heading states the broad objective.

Guideline may be accomplished by: Examples of some of the possible methods that can be used to address the guideline.

Heading identifies the specific guideline within the page.

7-1 DEFINE AND STRENGTHEN THE NORTH GREENWAY REACH

2-1 DEFINE AND STRENGTHEN THE NORTH GREENWAY REACH

Background



The North Greenway Reach, from the Midway Bridge to the Harbor Bridge, will act as a transitional space between the southern end of South Waterfront Park and the South Waterfront District. The river reaches are low lying, making it a good place for a water front habitat development featuring water front conditions in the North Greenway Reach area.

opportunities to develop outdoor spaces which allow a variety of sitting and walking that display water vegetation and wildlife activity throughout the year. The plan is to build the North Greenway Reach as a water front habitat development featuring water front conditions in the North Greenway Reach area.

The history of water front development, especially from the 1950s, has defined the North Greenway Reach. Development of the North Greenway Reach has to come from this history, in its use of land and water, and from the river that runs both past and through the reach.

The North Greenway Reach is identified by a public street for a segment of the reach. The street should provide for street side parking and direct visual and physical greenway access. The greenway's dual role system

will begin of the existing place under the Midway Bridge and extend through a variety of open meadows and low points. As the reach enters the greenway, the North Greenway Reach should feature three or four existing elements at each the beginning of the reach and at the edge of the water front. Street lighting the greenway to enhance the character of the greenway as a whole and to signal a sense of arrival to visitors.

View corridors, in the form of the District's street, present an opportunity to include public spaces, meadows, and opportunities for interpretive signage.




The North Greenway Reach is the central part of the reach, and is the central part of the reach. It is the central part of the reach, and is the central part of the reach. It is the central part of the reach, and is the central part of the reach.

DRAFT 2009 | GREENWAY DESIGN GUIDELINES FOR THE SOUTH WATERFRONT

DEFINE AND STRENGTHEN THE NORTH GREENWAY REACH 7-1

Guideline 7-1 may be accomplished by:

- Developing outdoor spaces and streets which allow a variety of water depths and habitats.



The design of the North Greenway Reach should incorporate its proximity to the neighborhood with a series of public use areas, terraces, and other places for people to actively enjoy. The North Greenway Reach is intended to be a park for neighborhood use with open lawn, a small play area, and gardens. The GDF also includes a public terrace, public courtyard, and small deck within proximity of these spaces. The deck will provide space for small waterfront to use, and a place to view the river, harbor bridge and the coastal roads and views in the Midway Reach. The place should also include places for public recreation located away from more active segments of the greenway. The GDF calls for a water front habitat system to become the central shared use feature of the reach. This leads to an approach to take the form of a water front habitat system that is central to the reach and its public use.

Guideline

Define and strengthen the identity and character of the North Greenway Reach.

GREENWAY DESIGN GUIDELINES FOR THE SOUTH WATERFRONT | DRAFT 2009

Background: The background statement describes the design problem or issue necessitating the design guideline.

Images which support the background statement

Guideline: The design guideline language serves as the approval criteria. It is the only part of the design guideline that is adopted by ordinance.

Graphic and written descriptions of the examples. The images provided are intended to illustrate a possible solution for each example, but should not be seen as the *only* solution.

1. DESIGN A COHESIVE GREENWAY TRAIL SYSTEM

Background

The greenway serves both as a corridor for the South Waterfront District as well as an important link in a regional trail system. Implementation of the trail is critical to completing the district's transportation system and linking RiverPlace to John's Landing and beyond. Upon its completion, recreationalists and commuters will be able to enjoy an almost complete adjacency to the Willamette River waterfront from downtown Portland to the Sellwood Bridge, on both banks of the river.



Dual Trail System. Heavy use of the trail requires separation of bicyclists and pedestrians along much of the greenway. The dual trail system consists of a pedestrian trail closest to the riverbank and a bicycle trail running roughly parallel to it. The two trails will intersect at several public plazas. At these busy locations, signage and tactile warnings advising cyclist caution will be needed. The dual trail should be aligned in a curvilinear manner, periodically moving toward and then away from the top of the bank. By providing many changing view angles and position relative to the Willamette River, recreationalists will be less tempted to leave the trail and develop indiscriminate paths through habitat areas.

Ensuring safe, engaging, convenient and direct public access to both trails from interior locations in the district will facilitate pedestrian and bicycle movement and help to encourage alternate modes of transportation. Multiple points of public access will reinforce the idea that the greenway functions as a public amenity which serves both the district and the region. Private development is encouraged to provide additional direct access points to the greenway trail from internal sections of the development to encourage increased use of the trail system.

North-South Continuity. The greenway will be implemented in an incremental fashion, closely tied to the development of private parcels adjacent to the corridor. As such, trail development will also proceed in incremental phases. Design of the greenway should strive to create a seamless and continuous greenway trail system. Consistency in site furnishings and transitions in paving materials will unify the dual trail system so that it does not seem disjointed from one development to the next. The evocative history of the greenway should be woven into these consistent elements, as well as forms inspired by historic structures. This is an important contributor to place-making and achieving a cohesive character in the district. While conceptual locations for both bicycle and pedestrian trails have been established, these locations may need to shift based on existing conditions. If variations are proposed to a trail alignment, revised routing should consider associated revisions to habitat areas and should align with existing and future segments to the north or south. [Also important is consideration of interim trail locations. If corridor users cannot connect along the riverbank, there should be a clear and safe detour route for them to access whatever stretches of trail exist.]

1 DESIGN A COHESIVE GREENWAY TRAIL SYSTEM

Trail Signage. Clear, simple signage should be provided to indicate shared use and basic rules for pedestrian and bicycle movement. This information can also be conveyed in subtle trail surface markings that warn of approaching intersections or heavy traffic areas. Mileage markers and street indicators, perhaps keyed to periodic district maps, are important wayfinding elements proposed for the greenway and could be incorporated in the trail surface.

Interpretive signage is also a potentially important contributor to the greenway's sense of place, describing the area's rich history to trail users in a clear, simple and educational manner that also indicates their particular position along the greenway and in history.



Guideline

Ensure that pedestrian and bicycle connections to the greenway trail from the adjacent accessways or urban spaces are safe, convenient and direct.

Align the trail to take advantage of the site's opportunities to enhance the diversity of trail experiences.

Create a continuous greenway trail system with consistency in design elements that celebrate the area's history and character.

Develop clear and simple signage for shared use, basic rules, wayfinding, and interpretive signage displays.

Guideline 1 may be accomplished by:

1. Developing additional access points to the trail.



Multiple access points to the trail encourage use and public ownership. The interior court of the Merivether extends to the greenway trail, creating a network of open space.

DESIGN A COHESIVE GREENWAY TRAIL SYSTEM 1

Guideline 1 may be accomplished by:

2. Integrating the trail's design and development with adjacent streets.



Entry to this trail from the street is clearly demarcated with a curb cut and a concrete swath that cuts across the pedestrian and bicycle trails, leading to an open grassy area.

Guideline 1 may be accomplished by:

3. Aligning the trails in a curvilinear manner to maximize views and discourage users from leaving the designated trail and endangering habitat.



Curvilinear paths help frame views of and under the bridges as well as the river, while focusing the direction of movement for trail users.

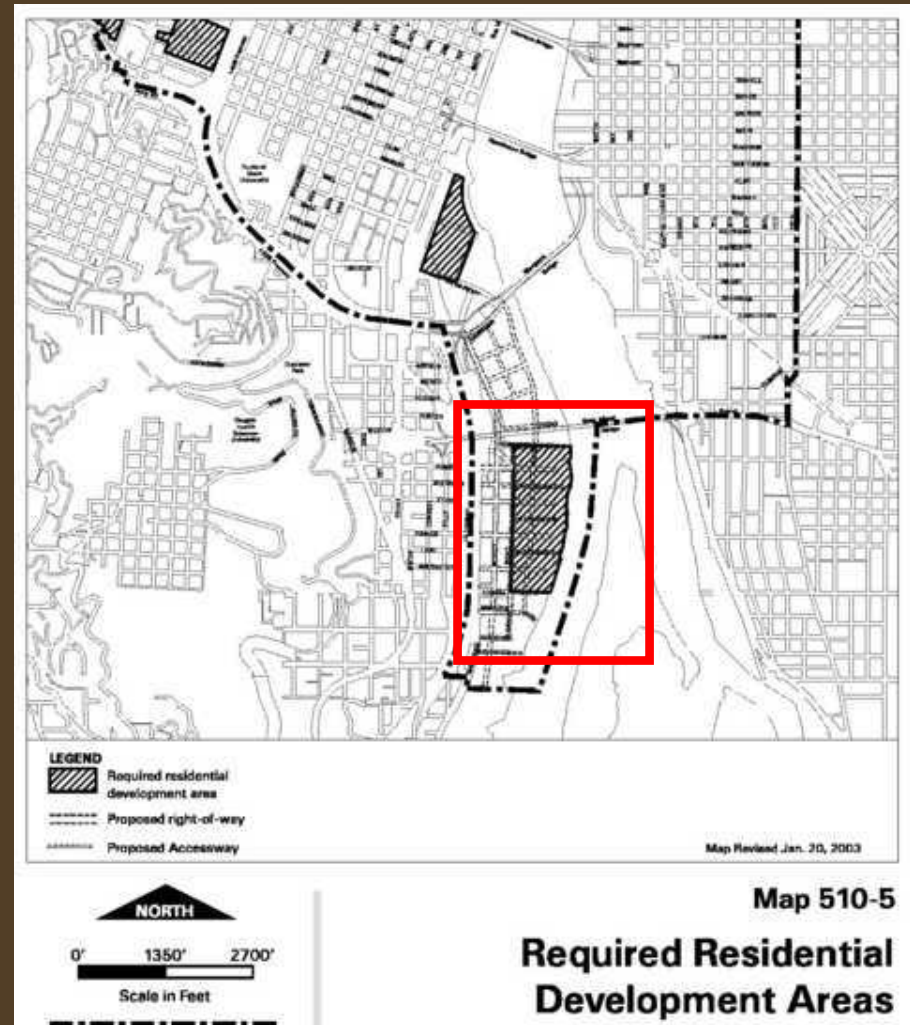
General Code Amendments

Required Residential Development Areas

Section 33.510.230

Intended to “promote new housing in areas suitable and attractive for housing.”

New development must include at least 1 dwelling unit per 1,000 sq. ft. of net site area (43 units per acre or about 40 units on typical block in South Waterfront).



Amendment

Recommend

Repeal required residential development area provisions applicable to South Waterfront

Amend Map 510-5 to remove required area

Basis

Residential development is successful in district and occupies most of target area.

Other portions of target area now a focus of institutional uses which require an unnecessary and costly “modification” to requirements to be approved by City.

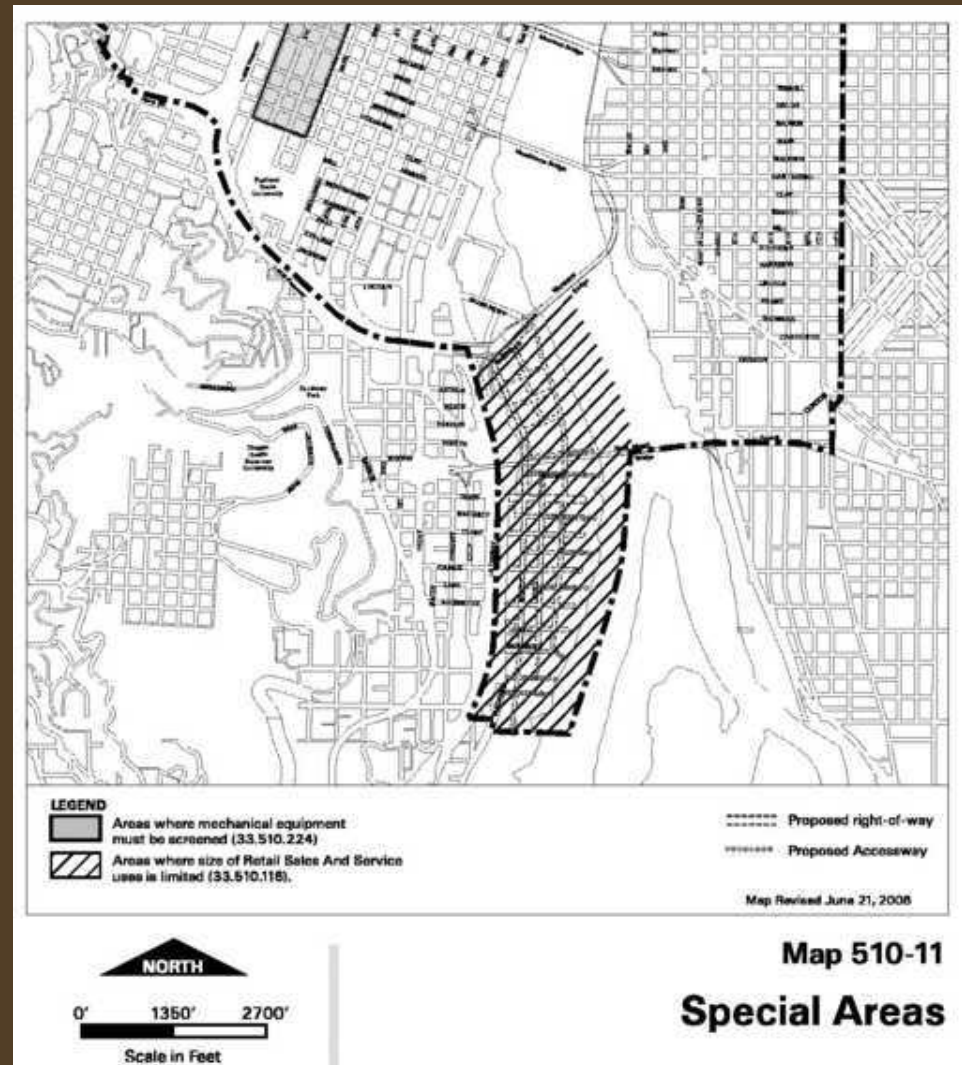
Hotel Exemption from Retail Size Limits

Section 33.510.116

Intended to “promote neighborhood-serving commercial development and help reduce traffic congestion associated with large-scale retailers.”

Allows retail uses up to 40,000 sq. ft. by right and up to 60,000 sq. ft. as a conditional use.

Code defines hotels as a retail use.



Amendment

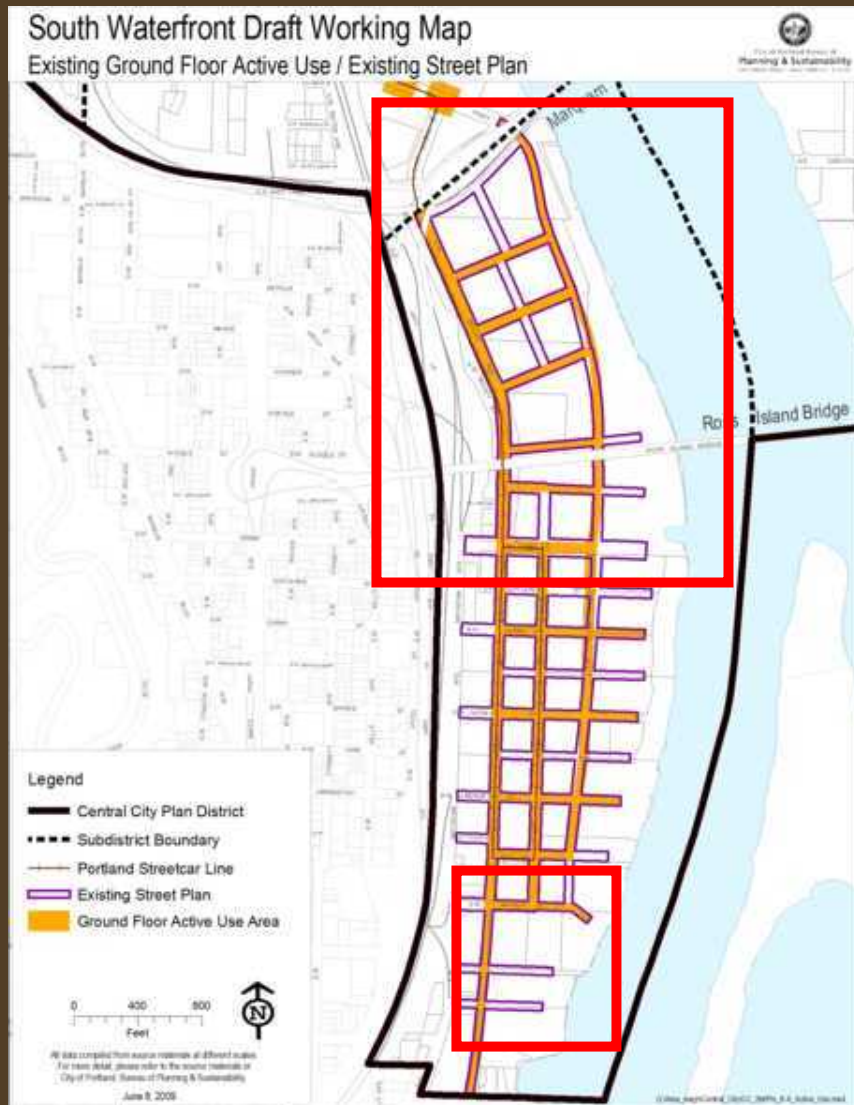
Recommend

Amend Zoning Code to exempt “Hotels” from the requirements of Section 33.510.116 regarding retail sales and service uses over

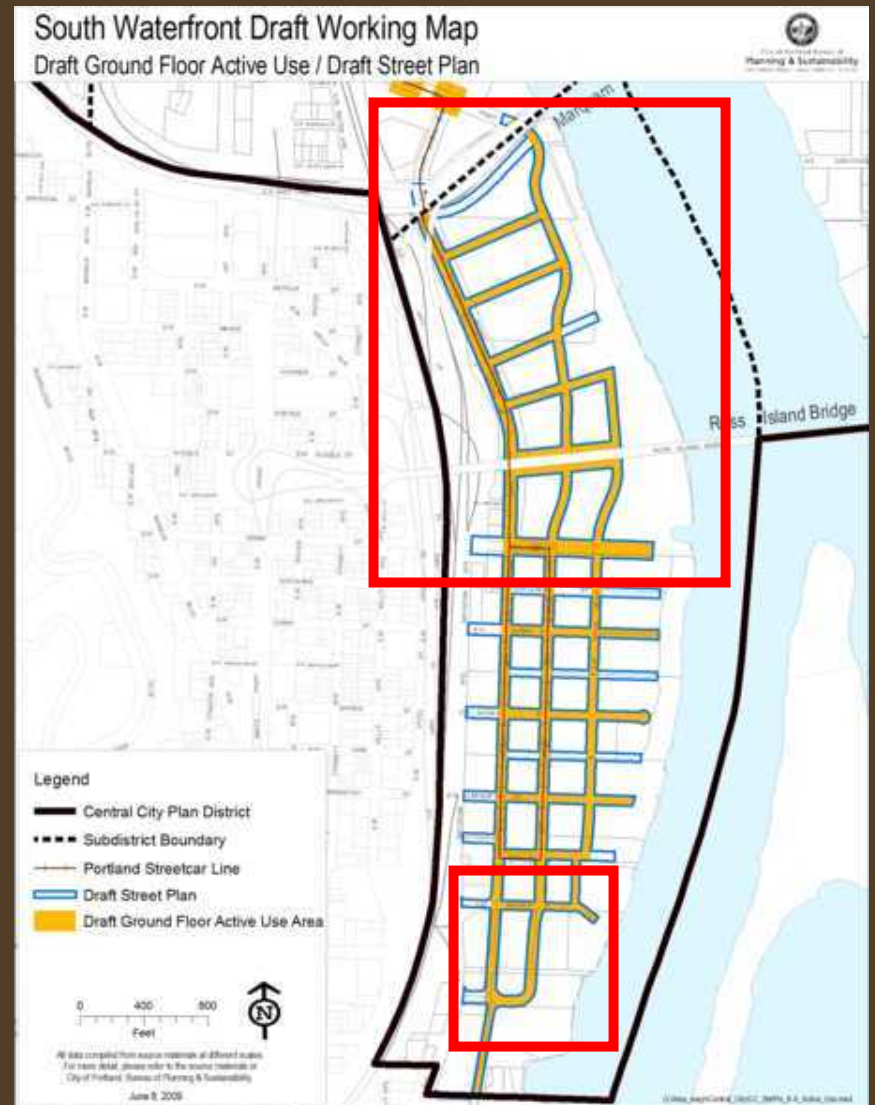
Basis

Hotels have similar trip generation and transportation impacts as residential uses which are allowed outright in district.

Street Plan Related Amendments



Existing

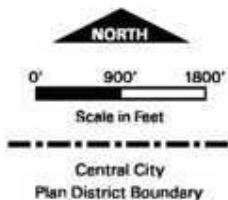
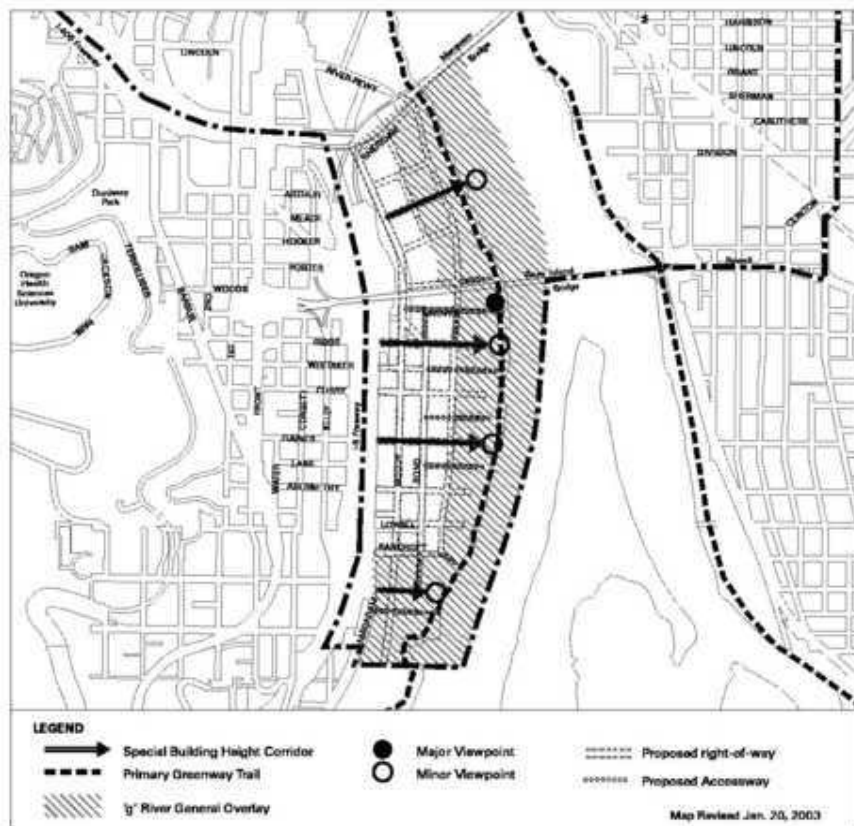


Amended

Amendments

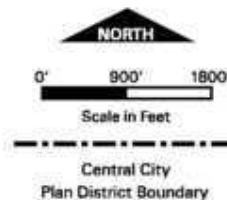
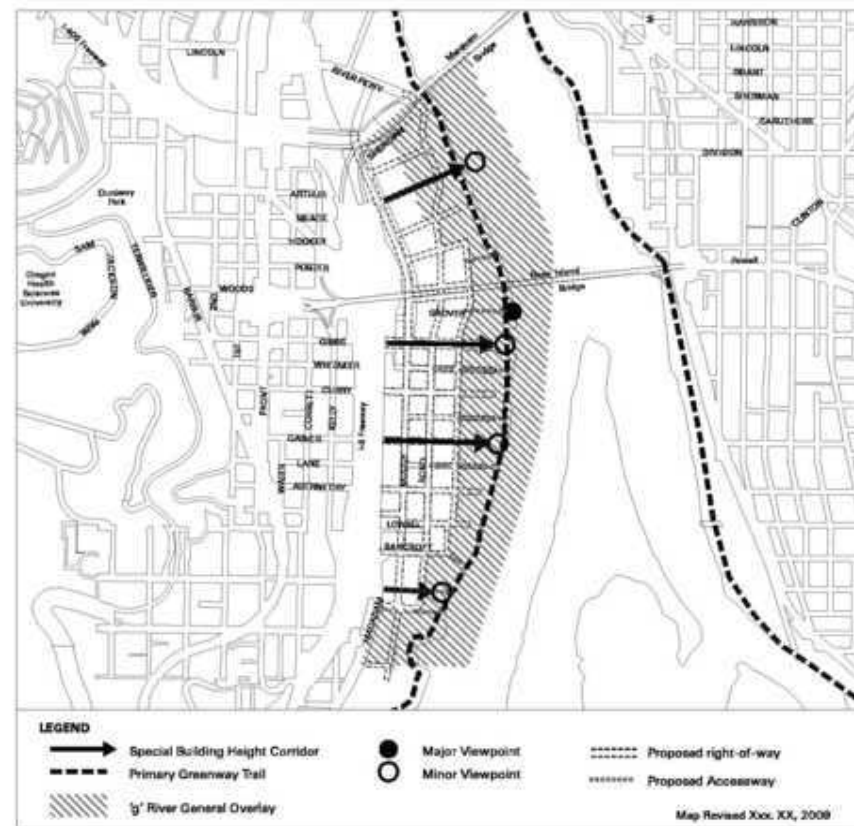
The following maps of the Central City Plan District are proposed to be amended:

- Map 510-1: Central City Plan District and Subdistricts
- Map 510-2: Floor Area Ratios
- Map 510-3: Maximum Heights
- Map 510-4: Bonus Options Target Areas
- Map 510-5: Required Residential Development Areas
- Map 510-6: Required Building Lines
- Map 510-7: Active Use Areas
- Map 510-8: Core and Parking Sectors
- Map 510-9: Parking Access Restricted Streets
- Map 510-10: Areas Where Additional Uses are Allowed in the OS Zone
- Map 510-11: Special Areas
- Map 510-12: Streetcar Alignment
- Map 510-15: South Waterfront Greenway Public Access
- Map 510-16: South Waterfront Height Opportunity Area
- Map 510-17: South Waterfront 2002 Top of Bank Line



Map 510-15 South Waterfront Greenway Public Access

Bureau of Planning • City of Portland, Oregon



Map 510-15 Draft South Waterfront Greenway Public Access

Bureau of Planning • City of Portland, Oregon

Current Map

Amended Map

Retail Sales & Service Amendment

Problem Statement:

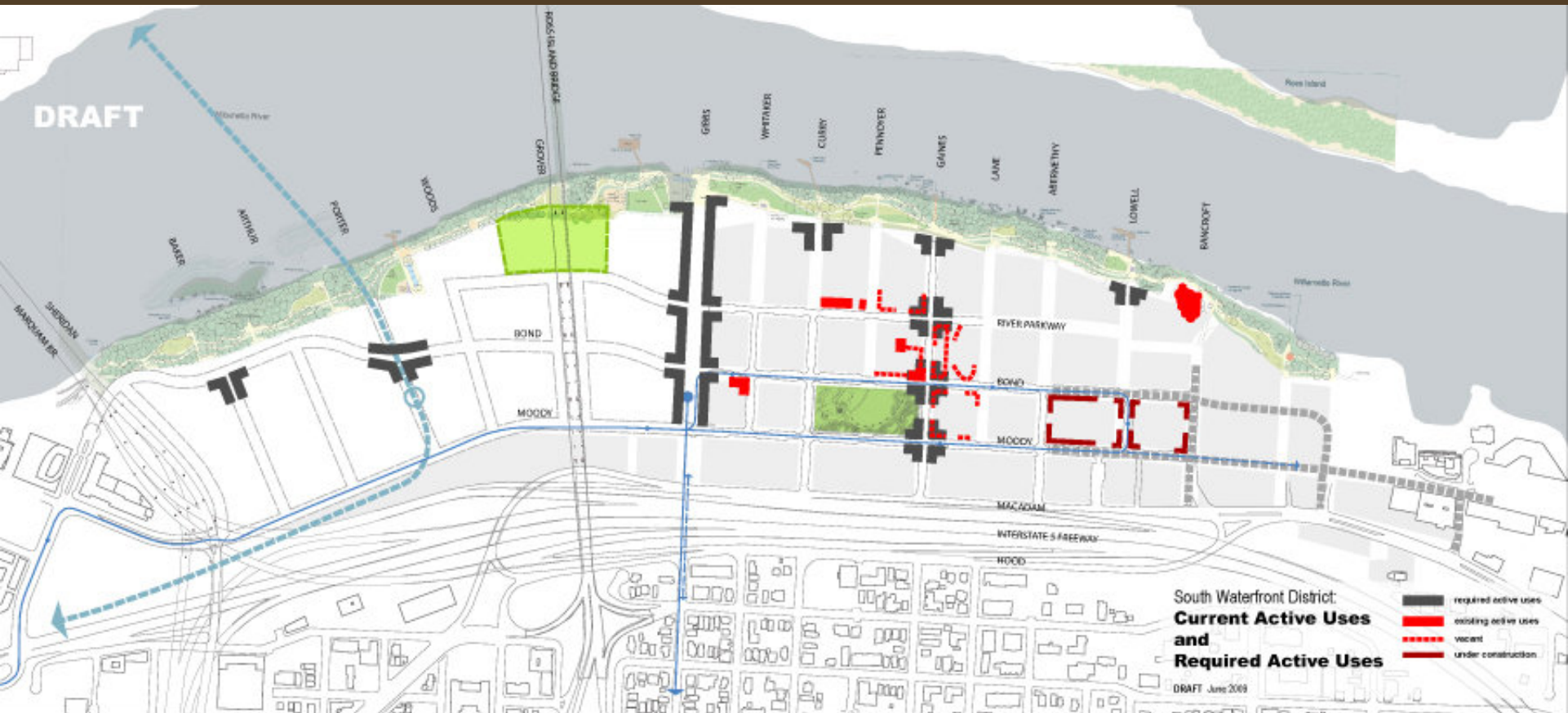


What tools can be developed to direct retail uses and other ground floor uses to activate the:

- Public Realm
- Key Streets and Intersections
- Public Open Space Areas & Parks



Existing Retail Sales & Service Uses



Zoning Code Provisions - Current Approach:

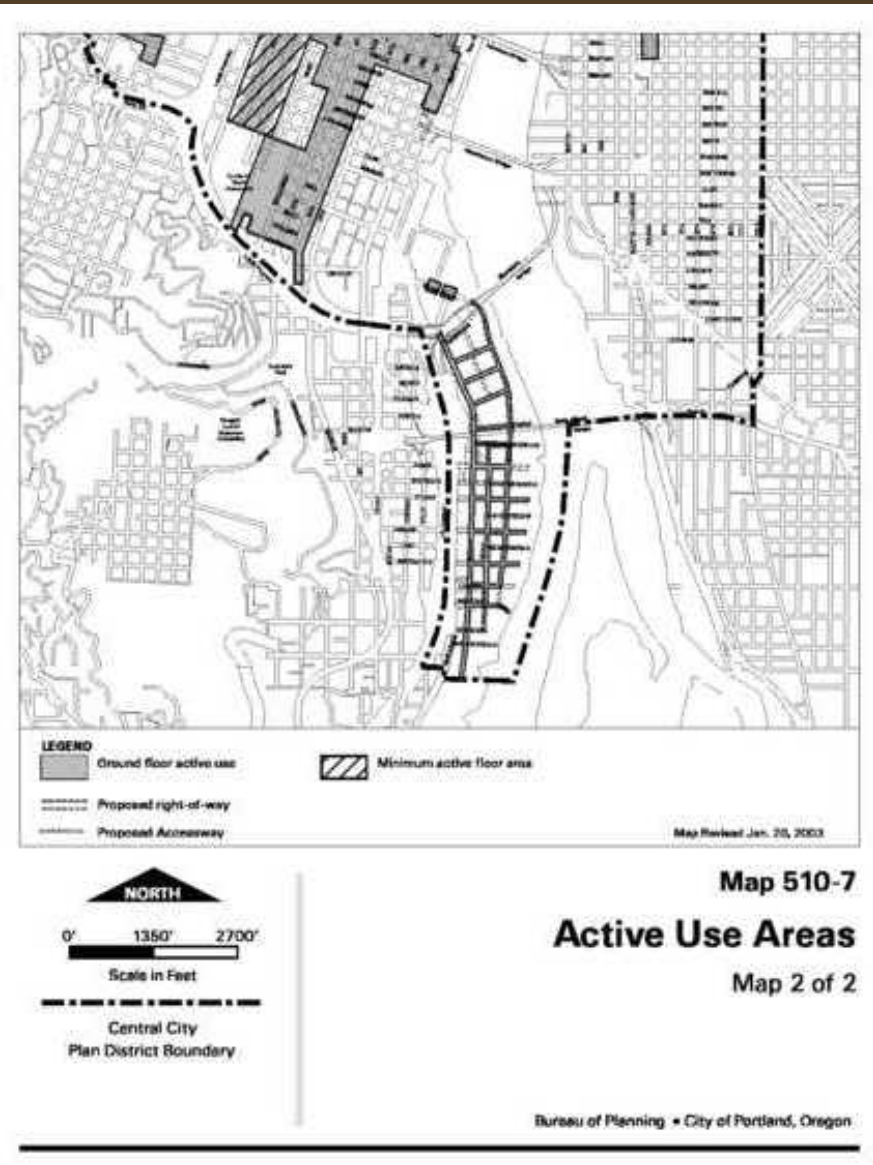
Central City Plan District

Section 33.510.215,
Required Building Lines

Section 33.510.220,
Ground Floor Windows

Section 33.510.225,
Ground Floor Active Uses

Section 33.510.226,
Minimum Active Floor Area



Amendment: South Waterfront Design Guidelines

A1-1 Develop River Edge Variety

A1-2 Incorporate Active Uses Along The River

B1-2 Enhance Accessway Transitions

B2-1 Incorporate Outdoor Light That Responds To Different To Different Uses

* Add Retail Focus Area Map to Design Guideline A1-2



Amendment: Zoning Code



New Section

33.510.252.D Required Ground Floor Retail Sales and Service Uses in the South Waterfront Subdistrict

Purpose:

Requirement ensures that Retail Sales and Service uses are developed at key locations throughout the South Waterfront; these uses activate and enrich the public realm. The requirement specifically focuses on Retail Sales and Service uses because they generate more activity and interaction with the public realm than do other active ground floor uses, and help to establish and reinforce a lively and vibrant public realm at key locations throughout the district.

Amendment: Zoning Code

New Section

33.510.252.D Required Ground Floor Retail Sales and Service Uses in the South Waterfront Subdistrict

Standard:

Buildings must be designed and constructed to accommodate Retail Sales and Service uses. This standard must be met along the ground floor walls that front a sidewalk, plaza, greenway, or other public open space . Ground level wall areas include the exterior wall areas up to 9 feet above finished grade.

Standard applies to 50% of areas shown on Map 510-21.





Requested Action:

Adopt:

Proposed amendments to ***South Waterfront Design Guidelines & South Waterfront Greenway Design Guidelines***

Adopt:

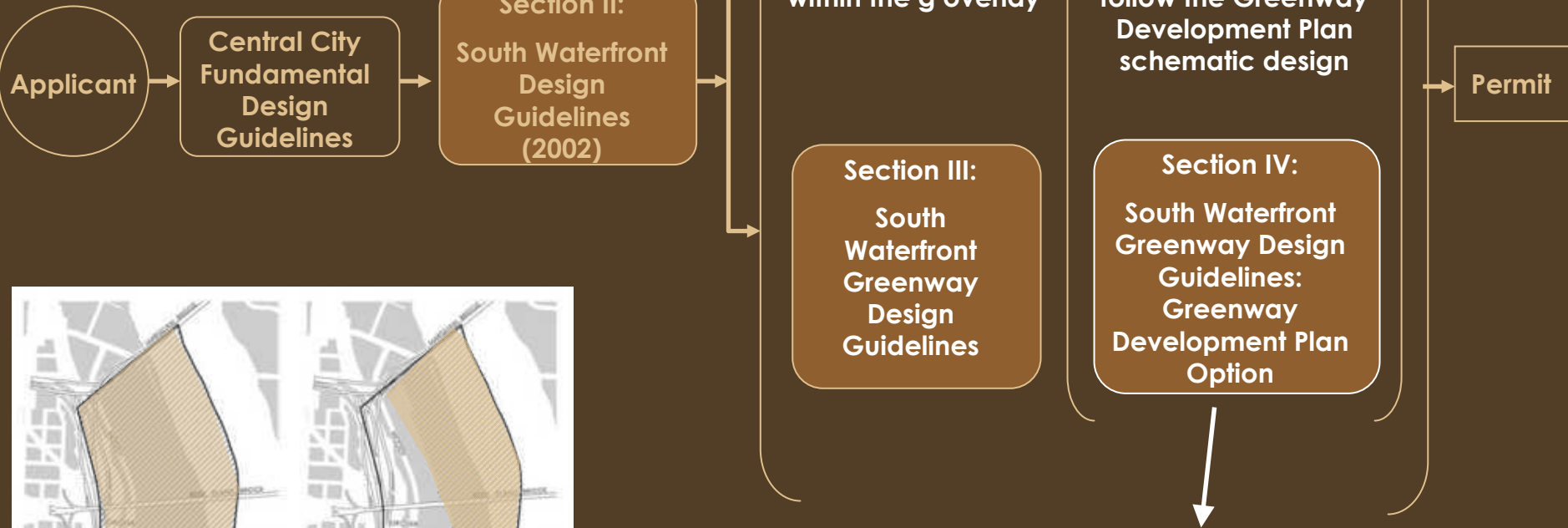
Proposed package of amendments to the ***Portland Zoning Code***

Extras

South Waterfront Design Guidelines

Section I: Introduction

within g overlay:



2009 TABLE OF CONTENTS

Section I: Introduction

Design Guidelines in South Waterfront
Central City Fundamental Design Guidelines
South Waterfront Design Guidelines
South Waterfront Greenway Design Guidelines
Greenway Development Plan Option
Relevant Documents
How to Use This Document
Section II South Waterfront Design Guidelines
Section III and Section IV

Section II: South Waterfront Design Guidelines

- A1-1 Develop River Edge Variety
- A1-2 Incorporate Active Uses along the River
- A4-1 Integrate Ecological Concepts in Site and Development Design
- A4-2 Integrate Stormwater Management Systems in Development
- A5-1 Consider South Waterfront's History and Special Qualities
- B1-1 Facilitate Transit Connections
- B1-2 Enhance Accessway Transitions
- B2-1 Incorporate Outdoor Lighting that Responds to Different Uses
- C4-1 Develop Complementary Structured Parking
- C13-1 Coordinate District Signs

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 - 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

Section IV: Greenway Development Plan option

- 7 Define and Strengthen the Beaches
 - 7.1 Define and strengthen the North Greenway Beach
 - 7.2 Define and strengthen the Central Greenway Beach
 - 7.3 Define and strengthen the South Greenway Beach
- 8 Create and enhance habitat
 - Douglas Fir/Bigleaf Maple
 - Oregon White Oak/Pacific Madrone
 - Upland Shrub
 - Meadow
 - Wetland Shrub
 - Western Red Cedar/Red Alder
 - Oregon Ash/Willow
 - Emergent Marsh

Section V: Appendices

- A. Adopting Ordinance and Resolution
- B. Greenway Development Plan
- C. Habitat and Vegetation Plan
- D. Proposed Planting Strategy and Coverage Targets
- E. Habitat Management
- F. Use of Non-Native Species
- G. Suggested Plant List
- H. Environmental History and Existing Conditions
- I. Historic Habitat
- J. Art Plan (Images)
- K. Glossary

New Guideline:

Intended to activate interface riverfront with public uses

New Guideline:

Intended to activate areas where greenway interfaces with streets, accessways, and public open space areas

New Guideline:

Intended to provide places for people and special activities to be close to river

New Guideline:

Intended to ensure high quality materials and design influence the what and how art, furnishings, and other materials are incorporated into the greenway

New Section:

Guidelines specific to Greenway Development Plan option

New Section:

Additional information specific to Greenway Development Plan option